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Virginia Department of Aviation

# Airport Program Manual



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## 1.0 Introduction

The Commonwealth of Virginia maintains one of the nation's most comprehensive and advanced statewide aviation systems. To support the continuing growth and operation of this system, the Virginia Aviation Board has developed funding programs to assist sponsors of public-use airports with a variety of improvement activities ranging from planning to construction to promotions. The funding programs are:

- Airport Capital Program
- Facilities and Equipment Program
- Voluntary Security Program
- Maintenance Program
- Aviation Promotion Program
- Air Service Development and Enhancement Program

For each of these programs, the *Airport Program Manual* provides information on eligible projects, state participation, and processes from application to reimbursement. This manual also provides information on:

- the Virginia Airports Revolving Fund and Airport Bond Program managed by Virginia Resources Authority
- the state's General Aviation Airport Voluntary Security Certification Program
- procedures for licensing a public-use airport

In addition to program information, the *Airport Program Manual* provides summaries of Virginia Aviation Board policies and Virginia Department of Aviation procedural guidelines for implementation.

Airport sponsors are encouraged to use the *Airport Program Manual* to learn about the programs and their responsibilities in regard to the programs. Sponsors are also encouraged to contact the department when they have questions on the programs described in the manual:

Airport Services Division  
Virginia Department of Aviation  
5702 Gulfstream Road  
Richmond, VA 23250-2422  
Phone: 804-236-3632  
Fax: 804-236-3635  
Web: [www.doav.virginia.gov](http://www.doav.virginia.gov)

All forms mentioned in the *Airport Program Manual* are available on DOAV's website at [www.doav.virginia.gov](http://www.doav.virginia.gov).

## 2.0 Roles and Responsibilities

A key element to the strength and continued growth of Virginia's aviation system is the partnering between the Virginia Aviation Board, Virginia Department of Aviation, Federal Aviation Administration, and airport sponsors. Each has roles and responsibilities that support individual airports and the statewide air transportation system.

### 2.1 Virginia Aviation Board

The Virginia Aviation Board (VAB) establishes financial assistance programs and allocates funds for capital improvement projects. The VAB sets policies to guide the funding programs and to promote and develop safe aviation practices and operations in Virginia. The VAB hears airport sponsor and citizen concerns on matters pertaining to aviation and acts as a liaison to the department in an effort to be responsive to local jurisdictions, users of the system, and citizens. Airport sponsors are encouraged to maintain regular contact with their representative VAB members, keeping them aware of issues affecting the planned development of their airports. The duties and responsibilities of the VAB are set in *Code of Virginia* §5.1-2.1 et seq.

### 2.2 Virginia Department of Aviation

The Virginia Department of Aviation (DOAV) provides financial and technical assistance to eligible airport sponsors for the planning, development, promotion, construction, and operation of airports and aviation facilities. DOAV also administers applicable provisions of the *Code of Virginia*, plans for the development of the state aviation system, licenses airports and aircraft, and promotes aviation activities within the state. The duties and responsibilities of DOAV are set in *Code of Virginia* §5.1-1.1 et seq.

### 2.3 Federal Aviation Administration

The Federal Aviation Administration (FAA) provides financial and technical assistance to eligible airport sponsors for the planning, design, and construction of airports and aviation facilities. FAA also sets design and operation standards for airports.

### 2.4 Virginia Airport Sponsors

Airport sponsors have many responsibilities for their airports, ranging from long-term development planning to daily maintenance and operation activities. Key responsibilities for sponsors include the completion and submission to DOAV of an *Annual Based Aircraft Survey*, an *Annual Certification of Financial Responsibility*, and a six-year Airport Capital Improvement Plan. In addition, sponsors should work with local planning offices and jurisdictional decision makers to develop and enforce land use plans and airport overlay zones that support compatible land use around airports.

Sponsors also need to submit leases of airport land for DOAV's approval prior to the execution of the lease in accordance with *Code of Virginia* §5.1-40.

#### 2.4.1 Annual Based Aircraft Survey

Public-use airport sponsors are required to submit an *Annual Based Aircraft Survey* to DOAV in accordance with *Virginia Aviation Regulations* 24 VAC 5-20-350. The survey is designed to record a physical count of based aircraft on an annual basis and to assist DOAV with its process of properly planning for and licensing all Virginia-based aircraft. The survey consists of a census of aircraft owners and aircraft and an itemized summary of aircraft listed by class; both sections must be completed. Surveys are due to DOAV no later than January 31 of each year.

#### 2.4.2 Annual Certification of Financial Responsibility

Each year a sponsor must certify to DOAV that the sponsor has adequate liability insurance or other means of financial responsibility to satisfy the minimum dollar amount required by *Code of Virginia* §5.1-88.7 et seq. The *Annual Certification of Financial Responsibility* form is due to DOAV no later than January 31 of each year.

#### 2.4.3 Six-Year Airport Capital Improvement Plan

A six-year Airport Capital Improvement Plan (ACIP) identifies and prioritizes projects for an airport. This plan is vital to securing project funding, whether it is federal, state, or local funding. These plans are usually submitted to DOAV prior to the beginning of each fiscal year. Additional information on six-year ACIPs is provided in Chapter 6 Airport Capital Program.

## 3.0 Funding for Airport Projects

The Virginia Aviation Board has determined that state funding should be expended on specified elements of airport planning and development projects. State funding should be allocated to sponsors who meet requirements established by the *Virginia Aviation Regulations* or board policy. It is VAB policy to allocate funding for airport improvements in order to:

- meet regulatory and policy obligations
- maximize benefits to the public
- improve access to airports

### 3.1 State Aviation Funding Resources

The Commonwealth Airport Fund and the Aviation Special Fund provide the financial resources for the programs established and administered by the VAB and the Virginia Department of Aviation.

#### 3.1.1 Commonwealth Airport Fund

The Commonwealth Airport Fund (CAF) receives its revenue from an annual allocation made by the Commonwealth Transportation Board to the Virginia Aviation Board. The *Code of Virginia* specifies that CAF resources shall be allocated to airports on the basis of their service role as identified in the *Virginia Air Transportation System Plan (VATSP)*. Entitlement and discretionary funds are made available from the CAF and are used under the Airport Capital Program.

**3.1.1.1 State Entitlement Funds** From the CAF, state entitlement funds are allocated annually to sponsors of airports that have scheduled air carrier service in accordance with *Code of Virginia* §58.1-638.A3. This allocation is based on each airport's enplanements as a percentage of all air carrier airport enplanements within the state during the previous calendar year. *Code of Virginia* §58.1-638.A3a specifies that no air carrier airport shall receive less than \$50,000 or more than \$2 million per fiscal year in state entitlement funds.

Sponsors eligible for state entitlement funds must submit a *Commonwealth Airport Fund Entitlement Utilization Report* for VAB approval each year. These reports provide an annual accounting of the previous fiscal year's state entitlement fund expenditures. Utilization reports must be filed within 30 days after the close of the fiscal year. DOAV reviews the reports and makes recommendations to the VAB. Following VAB action on the reports, DOAV will notify sponsors of the VAB's decisions regarding the utilization reports.

When an air carrier airport sponsor has unobligated state entitlement funds at the end of a fiscal year, the unobligated funds are added to the balance of state entitlement funds awarded to the sponsor for the following fiscal year.

**3.1.1.2 State Discretionary Funds** *Code of Virginia* §58.1-638.A3 directs the VAB to allocate funds to air carrier, reliever, and general aviation airports on a discretionary basis. These funds are known as discretionary funds.

**3.1.1.3 Air Carrier Utilization of State Entitlement and Discretionary Funds** It is the expressed intent of the VAB that an air carrier airport sponsor totally obligates its state entitlement funds prior to that sponsor receiving any state discretionary fund allocations. These funds include unexpended state entitlement funds from previous fiscal years, interest earned on state entitlement funds, and passenger facility charges used to reimburse state entitlement fund accounts.

DOAV encourages sponsors to use other available federal, state, and local funding options, such as passenger facility charges, before applying for state discretionary funds. If a sponsor of an air carrier airport needs state discretionary funds to meet capital needs, the sponsor must submit to DOAV a six-year Airport Capital Improvement Plan denoting how the state entitlement and discretionary funds will be used.

The sponsor determines the expenditure of state entitlement funds; however, it is the VAB's intent that these funds be used as the state's share of costs for eligible federally funded projects. As the VAB approves state entitlement utilization reports each fiscal year, the VAB's actions regarding the expenditure and commitment of an airport's state entitlement funds will be used by DOAV as a basis for recommendations to approve or disapprove allocations of state discretionary funds for eligible projects.

### **3.1.2 Aviation Special Fund**

The Aviation Special Fund (ASF) is used for facilities and equipment, maintenance, general aviation security, aviation promotion, and air service development programs. Under *Code of Virginia* §5.1-52, taxes on aviation fuel and fees for licensing airports and aircraft are revenue sources for the ASF.

## **3.2 Federal Aviation Funding Resources**

Federal funding allocations are based on an airport's inclusion and service role in the National Plan of Integrated Airport Systems (NPIAS) developed by the Federal Aviation Administration. Like the state aviation funding resources, federal entitlement and discretionary funds are available to eligible sponsors.

*Code of Virginia* §5.1-47 requires airport sponsors to submit a copy of their federal six-year plans and project applications to DOAV for approval prior to submitting the plans and applications to FAA.

### 3.3 Utilization of State and Federal Funding Resources

The VAB and DOAV strongly encourage eligible sponsors to maximize the availability and use of federal funding by maintaining a current federal six-year capital improvement plan and applying for federal funding for eligible projects. The General Assembly's *Appropriations Act* specifies that it is legislative intent for DOAV to match federal funds to the maximum extent possible.

DOAV may participate in the funding of a project with an airport sponsor either as part of a federally funded project or a state funded project. For most federally funded projects, DOAV and the sponsor will each fund a share of eligible costs not covered by the federal participation. DOAV's funding portion is 60 percent of the non-federal share when state discretionary funds are involved. For most state funded projects, DOAV and the sponsor will each fund a share of eligible costs. State participation percentages are based on the type of project undertaken and the state funding program used for the project. For example, DOAV may participate in a site preparation construction project at a rate of 80 percent and a general aviation security sign installation project at a rate of 90 percent.

Airport sponsors should carefully consider available state and federal funding programs and identify the best funding resources that fit their VATSP service roles and individual airport needs. Table 1 gives an overview of which state and federal funding programs are available to sponsors, based on airport roles within the state and federal airport systems.

Table 1  
Funding Program Eligibility Based on Airport Role

Funding Programs	Airport Role				
	Air Carrier	Reliever	General Aviation (NPIAS)	General Aviation (non-NPIAS)	General Aviation (non-NPIAS) Local Service
Federal Primary Entitlement	X				
Federal Non-primary Entitlement		X	X		
Federal Discretionary	X	X	X		
State Entitlement	X				
State Discretionary	X	X	X	X	limited*
Facilities and Equipment	X	X	X	X	limited*
Voluntary Security		X	X	X	X
Maintenance	X	X	X	X	X

\*Local service general aviation airports are eligible only for safety and preservation projects under the State Discretionary Program and the Facilities and Equipment Program.



### 3.4 Utilization of Insurance Resources

If a sponsor is applying for funding to rebuild or repair facilities or equipment covered by insurance, state participation would be 80 percent of either the sponsor's deductible or the uninsured amount, whichever is less. When requesting funding relating to an insured facility or piece of equipment, sponsors need to provide DOAV with supporting documentation that must include a written response from the insurer detailing what work and equipment is covered, or, if the insurer declines a sponsor's request, why the insurance is not covering the needed work or equipment.

### 3.5 Disposal of Property Acquired with State Resources

Sponsors may no longer need property originally acquired with state funds to meet their aeronautical and operating needs. Examples of this property are land, maintenance equipment, and loading bridges. If a sponsor disposes of such property and receives a payment from the sale of the property, the sponsor must reimburse the state with a percentage of the selling price. That percentage must match the state's participation rate in the grant agreement for the property.

When a sponsor transfers property to another Virginia airport that has a need and the sponsor receives compensation, the sponsor must provide DOAV with 50 percent of the value of the compensation within 30 days of its receipt.

When a sponsor uses a piece of equipment as a trade-in towards the purchase of new equipment, the credit given by the vendor must be applied to the state's share of the purchase. The percentage applied to the state's share must match the state's participation rate in the purchase of the original equipment.

## 4.0 Sponsor Eligibility

The threshold criterion for determining sponsor eligibility to receive state funding is inclusion in the *Virginia Air Transportation System Plan*. In order for an airport sponsor to be eligible to request and receive state discretionary, facilities and equipment, general aviation security, and maintenance funding, the following criteria must be met:

- An airport shall be licensed by the Commonwealth of Virginia and be open to the public in accordance with *Code of Virginia* §5.1-7 and the *Virginia Aviation Regulations*.
- An airport shall be designated a “system airport” in the *VATSP* or the sponsor is deemed eligible by the written opinion of the state Office of the Attorney General made in conjunction with the Virginia Department of Aviation’s recommendation.
- An airport sponsor shall have an airport layout plan approved by DOAV and the Federal Aviation Administration as appropriate.
- An airport sponsor shall be in compliance with all minimum requirements for licensing as defined in *Virginia Aviation Regulations* 24 VAC 5-20-140.
- An airport sponsor shall have submitted an *Annual Based Aircraft Survey* to DOAV no later than January 31 of each year in accordance with *Virginia Aviation Regulations* 24 VAC 5-20-350.
- An airport sponsor shall have submitted an *Annual Certificate of Financial Responsibility* to DOAV by January 31 of each year in accordance with *Code of Virginia* §5.1-88.7.
- An airport sponsor shall own the real property or have an adequate interest in the property on which a project will be constructed, and the ownership or interest shall be clearly shown on an airport property map approved by DOAV and FAA as appropriate.
- An airport sponsor shall have a current six-year Airport Capital Improvement Plan (ACIP) on file with the department in order to receive any discretionary funds.
- Public entities interested in developing new airports must be designated as a sponsor in writing by the state Office of the Attorney General before becoming eligible to receive state funding.

In order to receive state entitlement funds, the sponsor of an air carrier airport must provide DOAV with a one-time certification to ensure that the sponsor:

- is eligible for state entitlement funds
- will spend state entitlement funds in accordance with *Code of Virginia* §5.1-2.16
- will provide DOAV with an annual accounting of the expenditure of state entitlement funds, including accrued interest, as soon as possible after the close of the fiscal year in which the entitlement was paid

## 4.1 Special Eligibility Requirements

In addition to the criteria listed above, several special eligibility requirements apply to sponsors of privately owned public-use airports. These include credit line deeds of trust, credit line deed of trust notes, and assumption agreements.

### 4.1.1 Credit Line Deed of Trust

To protect the Commonwealth's investment in privately owned public-use airports, the Virginia Aviation Board has determined that a credit line deed of trust will be entered into between the department and airport sponsor before the sponsor is eligible to receive a grant agreement. Prior to requesting grant funding, the sponsor will submit a written request to the Department of Aviation for a credit line deed of trust. The total value of the credit line deed of trust equals department-funded improvements plus the current appraised value of the airport real property. The limit does not necessarily have to be as high as the current appraisal value. The department will assess the cumulative value of possible future grants from the sponsor's six-year ACIP in consultation with the sponsor to arrive at a value that will be used.

The department will prepare a credit line deed of trust for the sponsor, who in turn will execute the document and return it. The department will have the credit line deed of trust recorded in the appropriate jurisdiction(s). All fees related to the actual recordation plus the department's attorney fees related to the preparation of the credit line deed of trust, not to exceed \$500, will be borne by the sponsor.

Once the total value less amortization of all executed grant agreements equals the value of the original credit line deed of trust, a new credit line deed of trust will be required.

### 4.1.2 Credit Line Deed of Trust Note

The credit line deed of trust note is the instrument that is used to draw funding from the original credit line deed of trust. A trust note is required for each grant offer made to a privately owned public-use airport. DOAV will provide a trust note with each grant offer.

### 4.1.3 Assumption Agreements

When ownership of an airport changes, the new owner must assume responsibility for all existing agreements or reimburse the Commonwealth the balance of the amortization. Examples of such agreements are grant agreements and credit line deeds of trust.

The department will draft an assumption instrument that denotes the conditions of the agreement. The new owner must complete the assumption agreement within 60 days of the purchase of the airport. Failure by the new owner to execute the assumption agreement will jeopardize the transfer of the airport license and future funding eligibility.

## 5.0 Project Eligibility Requirements

Each project must meet the following basic eligibility requirements:

- The proposed project must be shown on an airport layout plan approved by DOAV and the Federal Aviation Administration as appropriate.
- A sponsor shall provide documentation of environmental coordination and the findings and acceptance from the appropriate authorities on all environmental actions for a project as required by federal or state law. This documentation could be a Categorical Exclusion (CAT EX), a Finding of No Significant Impact (FONSI), a Record of Decision (ROD), or a Coastal Zone Resource Management (CZRM) determination if applicable.
- If a sponsor is applying for state funds to match a federal project that requires a benefit cost analysis, the analysis must be approved by FAA before the Virginia Department of Aviation will offer a favorable recommendation on the project.
- If an airport is not in compliance with obstruction and clearance standards with *Federal Aviation Regulations* and *Virginia Aviation Regulations*, the only projects eligible at that airport are ones to identify or mitigate obstructions.

In addition to these basic eligibility requirements, prerequisites are required for many projects. For example, a security improvement project for a general aviation airport must be identified on an approved security plan in order to be eligible for state funding.

Projects that may be required in order for an airport to meet minimum requirements for licensing are eligible for state funding assistance.

### 5.1 Design and Construction Standards

DOAV intends that FAA standards and specifications be used in the design of air facility infrastructure, including facilities and equipment, where not specified in the *Virginia Aviation Regulations* 24 VAC 5-20-140. Airports not included in the NPIAS should use design standards set in the *Virginia Aviation Regulations* and Virginia Department of Transportation (VDOT) construction standards. The department may allow or, for federally funded projects, seek FAA approval to use VDOT construction standards and specifications for general aviation airport infrastructure development on a case-by-case basis. The state's minimum airport licensing standards for airports are provided in Appendix E, and the VDOT construction standards can be found online at [www.virginiadot.org](http://www.virginiadot.org).

## 6.0 Airport Capital Program

The Airport Capital Program provides funding for planning and engineering projects that focus on airport facility development. These projects include master plan and airport layout plan studies, environmental studies, land acquisition, airside facility design and construction, and terminal building design and construction.

It is the intent of the Virginia Aviation Board that sponsors properly plan for airport development. Long-range planning, typically for a 20-year horizon, is conducted through the development of airport master and layout plans. Planning for the near term is guided by the six-year Airport Capital Improvement Plan (ACIP) that identifies and prioritizes projects for facility development. This tool phases proposed projects over a six-year period and provides cost estimates, anticipated sources of funding, and justifications for project implementation. The projects listed in the six-year ACIP must be included on the airport layout plan and meet federal and state regulatory requirements.

The VAB requires an airport sponsor to have a current six-year ACIP on file with DOAV in order to be eligible to receive state discretionary funds. The information contained in these plans is important to the development and maintenance of a strong statewide airport system as the plans:

- establish an accurate assessment of Virginia's airport needs
- provide DOAV with specific information to use in developing an accurate and comprehensive six-year budgetary program
- assist DOAV in leveraging maximum federal funding for eligible sponsors and projects
- provide the VAB with specific requests for state funding

Normally, sponsors undertake six-year ACIP coordination during the third and fourth quarters of each fiscal year; airport sponsors may update their ACIP at anytime. When there is a change in a six-year ACIP, especially a cost estimate change, an updated six-year ACIP should be submitted to DOAV as soon as possible. The VAB considers the majority of the eligible year one projects during its first meeting of the fiscal year. Projects may also be funded at subsequent VAB meetings during the fiscal year.

The requirement for a six-year ACIP does not apply to airport sponsors applying for state entitlement funding. However, these sponsors shall have a six-year ACIP on file with DOAV in order to be eligible to receive state discretionary funds.

### 6.1 Project Eligibility

A wide range of development projects is eligible for the Airport Capital Program. Table 2 lists many of the eligible projects, divided into general categories for reference. Details on specific projects are provided in Appendix A, information on terminal

buildings is provided in Appendix B, and information on access roads is provided in Appendix C.

Table 2  
Examples of Eligible Airport Capital Projects

General Category	Specific Projects
planning studies	<ul style="list-style-type: none"> <li>• master plans</li> <li>• airport layout plans</li> </ul>
environmental studies	<ul style="list-style-type: none"> <li>• environmental assessments</li> <li>• wetlands delineations</li> <li>• environmental due diligence audits</li> </ul>
land acquisition	<ul style="list-style-type: none"> <li>• appraisals</li> <li>• negotiation services</li> <li>• fee simple purchase and easements</li> <li>• administrative and legal costs</li> </ul>
design and construction of airside facilities	<ul style="list-style-type: none"> <li>• grading, paving, and drainage for public-use, non-revenue producing facilities</li> <li>• clearing and grubbing for construction, obstruction removal, and equipment installation</li> <li>• airport rescue and fire fighting buildings</li> <li>• utilities for public-use facilities</li> <li>• maintenance equipment storage buildings</li> <li>• site preparation for hangar construction</li> <li>• construction, installation, and removal activities for fuel storage systems</li> </ul>
design and construction of landside facilities	<ul style="list-style-type: none"> <li>• grading, paving, and drainage for public-use, non-revenue producing facilities</li> <li>• access roads</li> <li>• relocation of non-airport related facilities</li> </ul>
terminal buildings	<ul style="list-style-type: none"> <li>• conceptual studies</li> <li>• design</li> <li>• construction</li> </ul>

Projects that are revenue producing or will develop facilities for exclusive use by airport management or tenants are not eligible for the Airport Capital Program. Examples of ineligible projects include:

- exclusive use hangars
- restaurants and cocktail lounges
- concessionaire facilities
- airline ticketing areas
- baggage handling areas
- airport management offices
- day facilities for sleeping accommodations

- office space and air traffic control facilities for lease to the Federal Aviation Administration, the Transportation Security Administration (TSA), or a fixed base operator (FBO)

In addition, projects related to facilities and equipment, general aviation security, maintenance, promotion, and air service development are not considered to be Airport Capital Program projects, as these programs are funded through the Aviation Special Fund. Sponsors should not list these projects as part of a six-year ACIP.

## **6.2 State Participation**

Due to the limited availability of public funds and in an attempt to make funding available to as many sponsors as possible, the VAB has placed a limit on the total dollar amount of allocations an airport sponsor may receive in each fiscal year. No single airport sponsor may receive allocations totaling more than 25 percent of a current fiscal year's adjusted resources as determined by DOAV. After January 1, this funding limit is removed.

### **6.2.1 State Entitlement Funds**

Air carrier airports may use their state entitlement funds to cover 100 percent of the non-federal share of federal projects. This provision applies only to federally funded projects where state entitlement funds will be used solely to fund the entire non-federal amount. If state discretionary funds are combined with state entitlement funds for the non-federal share, the total amount of state funds allocated to a project cannot exceed 60 percent of the non-federal share.

### **6.2.2 State Discretionary Funds**

For a federally funded project where state discretionary funds will be used, the department participates at the rate of 60 percent of the non-federal share of eligible project costs. The federal share of these projects is 95 percent, so the state share is 3 percent and the local share is 2 percent.

When an airport sponsor is not eligible for federal funds or federal funds are not available for an eligible sponsor, the VAB may allocate state discretionary funds to eligible projects. The participation rate varies depending on the type of project. For most state funded projects, the state participation is 80 percent of the eligible project costs.

### **6.2.3 Multiple Funding Sources**

In the event available federal money is not sufficient to meet a sponsor's needs and other sources are available, such as VDOT or the Department of Homeland Security, the sponsor should seek the use of funds from those sources before applying for state aviation funding.



**6.2.3.1 Insufficient FAA Funding** When there are insufficient federal funds to complete programming of a federally funded project and the airport sponsor desires to use additional state discretionary or entitlement funds to finance the project, the project as a whole shall be separated into two grants. One grant will use the federal funding ratio of 95 percent federal and 5 percent non-federal, and the other grant will use the state funding ratio based on the type of project.

**6.2.3.2 Application of Other Funding Sources** Sponsors should maximize all other funding sources before applying for state funding. When there are multiple sources of funding available to finance a project, they will be applied in the following order:

- federal agencies, such as the Department of Homeland Security and EPA
- FAA
- state agencies and entities, such as VDOT and the Tobacco Commission
- DOAV
- airport sponsors

Sponsors seeking funding for access roads should maximize VDOT funds to the greatest extent possible prior to applying for federal and state aviation funding. VDOT funds are considered a state funding source and cannot be used as the local share of a project. The department will work with the sponsor to determine the overall funding levels for these projects.

## **6.3 Application Process**

To apply for Airport Capital Program funding, a sponsor should submit a complete pre-application package that must include:

- a six-year ACIP with original signature and date as the pre-application form
- a project narrative
- a sketch that graphically depicts the proposed projects as they relate to the airport layout plan
- documentation of environmental coordination and findings

Instructional guidance for completion of an Airport Capital Program pre-application package will be available on DOAV's website at the beginning of the third quarter of each fiscal year. The guidance includes easy-to-follow instructions, forms, examples of completed forms, and reference information.

Any time during the year, sponsors may submit complete pre-application packages for consideration at regularly scheduled meetings of the VAB. Submission deadlines are set for each meeting. A schedule of these deadlines and the dates of the VAB meetings are provided to sponsors as part of the instructional packet distributed in the third quarter of each fiscal year and posted on DOAV's website.



After a pre-application package has been submitted, the only change DOAV will accept is a project cost change, either an increase or decrease. Sponsors need to notify DOAV of project cost decreases as soon as they are known so the cost differences can be available to other projects. A revised ACIP form must be submitted.

### 6.3.1 Preparation of Project Scopes

Prior to preparing the pre-application package, sponsors are encouraged to hold scoping meetings for all projects to identify precise work tasks and estimated costs. Participants in the scoping meetings can include representatives from FAA, DOAV, the sponsor, a consultant team, and local government offices.

In preparing the pre-application package, sponsors need to coordinate with DOAV on the approval of scopes of work and related documents prior to the submission of the package.

- For state funded planning studies, environmental studies, and engineering designs, a sponsor must submit a scope of work, including fee estimates and man-hours by task, for DOAV to review and approve prior to making a recommendation to the VAB.
- For state funded construction projects, a sponsor shall submit bids and construction management fee estimates and man-hours by task for DOAV to review and approve prior to making a recommendation to the VAB.
- For federally funded projects, the sponsor must to provide DOAV with a copy of the scope of work as described above for planning studies, environmental studies, and engineering designs for DOAV review prior to making a recommendation to the VAB.

### 6.3.2 Preparation of Pre-Application Package

As the first year of the six-year ACIP identifies local priority within the plan, the projects listed in the first year are recognized as the projects for which funding is requested, and this portion of the six-year ACIP is used as the pre-application form. Cost estimates for the first year projects should be as accurate as possible so a sponsor does not have to seek additional funding from the VAB at a later date or that the VAB does not obligate more funds than what are needed to complete a project.

It is mandatory that the project narrative describes the projects requested for the first year of the six-year capital improvement plan. The narrative needs to provide the justification for the projects and information on the work required to implement the projects. All supporting documentation should be submitted with the narrative. Descriptions and supporting documents are not needed for projects listed for the second through the sixth years of the six-year plan. Sponsors are strongly urged to provide focused and factual information in the pre-application package so the review process can proceed in a timely manner and priority scoring can be as accurate as possible.

### 6.3.3 Submission of Pre-Application Package

Complete pre-application packages must be submitted only by sponsors, and the packages must be delivered, mailed, or faxed to DOAV by 5:00 p.m. on the designated due date. A copy of the complete pre-application package should also be provided to the FAA Washington Airports District Office.

When a submittal is faxed, the package must include a signed and dated pre-application form. A hard copy of the package must be received by DOAV within one week of the due date. If a hard copy is not received within one week of the due date, the department will recommend disapproval of all projects listed on the pre-application form. The hard copy must include an original signature and date.

With the exception of emergency requests and missed opportunities as described in Section 6.7 Special Requests for Airport Capital Program Funding, pre-application packages received after the deadline will not be considered for funding at the upcoming VAB meeting. The sponsor will need to resubmit the project request for a subsequent meeting.

Draft packages submitted by sponsors or consultants will not be accepted as interim submittals.

### 6.3.4 Air Carrier State Entitlement Funds

Air carrier airport sponsors who intend to use only state entitlement funds for their first year projects do not have to submit a pre-application package. If the sponsor believes it may need state discretionary funds, the sponsor should submit a pre-application package. If it is determined that there are sufficient state entitlement dollars to fund all of the first year projects, the sponsor may request that the projects be withdrawn from VAB consideration.

Sponsors eligible for state entitlement funds must submit a *Commonwealth Airport Fund Entitlement Utilization Report* to the VAB for approval each year. These reports provide an annual accounting of the previous fiscal year's state entitlement fund expenditures. The utilization reports must be filed within 30 days of the close of the fiscal year.

## 6.4 Evaluation and Selection Process

DOAV carefully reviews each pre-application package and prioritizes projects as part of the evaluation process. Recommendations are made to the VAB for action.

### 6.4.1 DOAV Review

DOAV will review each Airport Capital Program pre-application package upon receipt for completeness and will contact the sponsor if required documentation is missing. A sponsor's failure to provide any of the required documentation so requested by DOAV within one week of the application deadline will result in a departmental recommendation to disapprove all projects or individual projects within a request.

DOAV will then review the individual first-year project requests to ensure they meet the intent of the *Virginia Aviation Regulations* and VAB policies. This review includes determining if sponsor and project eligibility requirements are satisfactorily met. DOAV uses the checklist in Table 3 as a guide for its review. Sponsors should use the checklist in Table 3 as a review tool when preparing their pre-application package.

Table 3  
DOAV Project Review Checklist

All Projects
<ul style="list-style-type: none"> <li>Is the project shown on the approved ALP, and does it conform to the approved ALP?</li> <li>Is environmental coordination required, and if so, has a finding been received?</li> <li>Is a determination of coastal zone consistency required, and if so, has the finding been received?</li> <li>Has airport safety zoning been adopted?</li> <li>Is the sponsor eligible for this project, based on its airport service role?</li> <li>Is the proper supporting documentation included?</li> <li>Are runway approach surfaces unobstructed per applicable minimum standards?</li> </ul>
Engineering Projects
<ul style="list-style-type: none"> <li>Do the runway length and width meet applicable minimum standards?</li> <li>Have the cost estimate and source been verified?</li> <li>What is the rating on pavement condition index, if applicable?</li> </ul>

Any supporting documentation requested by the department as part of this review process shall be provided within 10 business days of the request. A sponsor's failure to provide the supporting documentation within ten business days of the department's request will result in a departmental recommendation to disapprove all projects or individual projects within a request.

#### 6.4.2 Project Priority Scoring

The next evaluation step utilizes a project priority system that was developed by DOAV and airport sponsors and adopted by the VAB. The intent of the system is to objectively prioritize statewide needs so financial resources can be allocated to the highest priority projects. With this system, each project is scored on:

- a project's merit, such as safety and capacity
- an airport's activity and role within the state system
- a sponsor's responsibility for maintenance and protection of the airport

The current scoring criteria and their assigned priority points are shown in Appendix D.

When an air carrier airport sponsor only uses its state entitlement funds, the project priority system is not applied to the projects the sponsor undertakes. When the sponsor wants to use state discretionary funds in addition to its state entitlement funds, the project priority system is applied to all the projects for which state money will be used,

resulting in a prioritized list of projects. All of the sponsor's state entitlement funds will be allocated to the highest priority projects on the list. State discretionary funds will then be allocated to the remaining projects.

#### 6.4.3 Recommendations and VAB Action

DOAV uses the scoring from the project priority system and its individual project review to make approval recommendations to the VAB. DOAV is required to provide the recommendations to members of the VAB at least two weeks prior to regular VAB meetings. These recommendations are posted on the department's website for VAB member and sponsor review.

DOAV recommendations are formally presented to the VAB at its regular meetings. VAB approval of a project constitutes the issuance of a tentative allocation of funds, contingent on the sponsor certifying that local funds are available to support the cost of the proposed development. The VAB may disapprove funding requests because of sponsor ineligibility, project ineligibility, incompleteness of a pre-application package, or unavailability of state funds. For projects disapproved due to incomplete pre-applications, the sponsor should work with DOAV to resolve outstanding issues and resubmit the projects. For disapprovals based on funding limitations, sponsors should resubmit a complete pre-application package for the next scheduled VAB meeting.

### 6.5 Agreement Process

The agreement process begins with notifications to sponsors of tentative allocations. These in turn lead to a sponsor's submission of a grant application and DOAV's offering of a grant agreement.

#### 6.5.1 Tentative Allocations

After each VAB meeting, DOAV notifies airport sponsors and managers which projects were approved and disapproved. A funding request summary is sent with each notification to confirm the amounts of local, state, and federal funding, as appropriate. The notification directs sponsors to submit grant applications for approved state funded projects to DOAV within 60 days of the notice of approval and reminds them that outstanding tentative allocations for state funded projects may be withdrawn by the VAB within six months of issuance. The notification also reminds sponsors that no state reimbursements will be made until a grant has been executed for a project. **It should be noted that any project related activities undertaken before a grant is executed will not be eligible for state reimbursement.**

Certain types of projects involve design, bidding, and contracting and are seasonal in nature. They require more time to progress from an allocation to a grant agreement. Other scopes of work that involve studies, such as master plans, terminal planning, and environmental assessments, or pure design efforts generally require only one contract and are not affected by seasonal changes. These studies should be placed under a grant within 60 days of the notice of approval.

If a project's cost increases after the VAB has awarded a tentative allocation and before a grant agreement is executed, a sponsor may request an increase in the allocation. DOAV will review the justification for the cost change and may increase the tentative allocation by up to 10 percent, contingent on the availability of state funds. Requests for tentative allocation increases exceeding 10 percent must be submitted to the VAB for action at a regularly scheduled meeting. A sponsor may receive an increase on a state funded project from either DOAV or the VAB; a sponsor may not receive an increase from both entities for the same tentative allocation.

Before each VAB meeting, DOAV reviews the status of existing tentative allocations. If the DOAV review determines that no activity on the state project application process has taken place within six months of the tentative allocation issuance, the department will request that the sponsor return the tentative allocation or recommend to the VAB that it withdraw the tentative allocation so the funds can be allocated to another project. The recommendations are given to the VAB before each meeting for action during that meeting. DOAV will notify affected sponsors of its recommendations prior to a VAB meeting. Sponsors should take the necessary actions to execute grant agreements so the funds will not be withdrawn.

If an airport sponsor determines that it cannot act on an existing tentative allocation, the sponsor must notify the department as soon as possible so the funds can be returned to the Commonwealth Airport Fund for re-allocation.

### 6.5.2 Grant Applications

Upon receipt of the letter confirming the issuance of a tentative allocation, a sponsor should complete an Airport Capital Program project grant application to inform DOAV that the project is ready for implementation. The application provides a description of the project, a summary of funding sources with amounts, and a summary of project costs. The application form must be signed and dated.

### 6.5.3 Grant Agreements

Upon receipt of a properly completed grant application, DOAV will prepare a grant agreement for the project. The purpose of a grant agreement, that when executed becomes a contract between the sponsor and the Commonwealth of Virginia, is:

- to meet the requirements of *Virginia Aviation Regulations* 24 VAC 5-20-330
- to ensure that all parties are aware of their respective responsibilities
- to ensure that grant funds are properly controlled and returned if not required to complete a project

Grant agreements will be offered after DOAV has approved contracts for services and actual costs have been determined. This process is used to prevent wide discrepancies in project cost between grant agreement execution and project implementation.

Each grant agreement contains an offer and acceptance. The offer identifies the airport, the sponsor, the project, and the state share of eligible project costs. The majority of the offer states the terms and conditions for the grant, which include state



grant amounts, federal grant amounts if applicable, expiration dates for the offer and the agreement, and sponsor responsibilities during and after the implementation of the project. The offer is executed by the director of DOAV.

Key elements in the offer are the assurances, which are statements of sponsor obligations that become effective when an agreement is executed. All grants contain certain administrative assurances, such as obtaining goods and services in accordance with the *Virginia Public Procurement Act*. Other assurances will differ depending on the type of project and sources of funding. For example, a terminal building construction grant agreement will identify the public-use, non-revenue producing areas paid for with Commonwealth Airport Funds, and the assurance guarantees that these areas shall be open to the public during normal business hours. As another example, when land acquired with state funds is no longer required for aeronautical purposes, disposal of the property is allowed, and the assurance provides for the disposition of the proceeds of the sale and the covenants that must be attached to the sale. The VAB and DOAV reserve the right to establish additional assurances based upon specific project requirements, changes in regulatory guidance, or changes in eligible projects.

When a sponsor accepts the offer and agrees to all the terms and conditions contained in the grant agreement, the sponsor must sign and date the acceptance portion of the grant agreement. The sponsor's attorney is required to complete the certification within the acceptance portion of the grant agreement. A grant agreement becomes effective upon full execution of the acceptance portion of the grant agreement.

## 6.6 Project Implementation

After a grant agreement has been executed, work on a project may begin. **All contracts, agreements, supplemental agreements, and change orders must be approved by the department prior to the commencement of work.**

### 6.6.1 Grant Amendments and Change Orders

At any time during the course of a project, the grant agreement between the sponsor and the Commonwealth of Virginia may be amended for justifiable cause, such as a change in the grant amount, a change in the scope of work, or an extension of the expiration date. When a sponsor becomes aware of conditions that will necessitate a change, the sponsor should immediately submit to DOAV a written request for a grant amendment. DOAV can approve an administrative cost increase up to 10 percent of the total grant amount, except in the case of multi-year funding. If a requested funding increase exceeds 10 percent or modifications to the original scope of work for a state funded project are needed, the request must be submitted to the VAB for action at a regularly scheduled meeting. A sponsor may receive an increase on from either DOAV or the VAB; a sponsor may not receive an increase from both entities for the same grant.

The VAB has given DOAV the authority to approve changes in the original scope of work for a federally funded project as long as the grant amount does not change.

**All grant amendments for increases in funding must be approved prior to the subject work being completed.** All increases are contingent on the availability of funds.

A change order will be addressed by DOAV at the time the change order is requested. Increases or decreases to a grant will not be addressed until project completion, and increases are subject to the availability of funds.

#### 6.6.2 Reimbursement

A sponsor may request reimbursement for partial payments based on the percentage of work completed or actual costs incurred. The department asks that partial reimbursement requests for less than \$1,000 not be made for capital projects. Final or one time reimbursement requests do not have a minimum dollar amount limit. The requests must be made using DOAV's *Request for State Fund Reimbursement Form*. The form must bear the sponsor's original signature and date to certify acceptance of the costs from consultants and contractors. The form must be submitted with the required supporting documentation, such as a consultant or contractor invoice.

DOAV will review the reimbursement form and supporting documentation. If the submittal is acceptable, payment will be approved. If the submittal is not acceptable, DOAV will contact the sponsor by telephone or email to discuss errors or omissions. If the sponsor cannot be contacted within five business days, the reimbursement package will be returned with a written notification that explains any discrepancy. DOAV will withhold or reduce any reimbursement payment until discrepancies are resolved.

Work completed prior to the execution of a grant agreement will not be eligible for reimbursement, with the following exceptions for which the department may provide reimbursement:

- acquisition of land necessary for approved airport development where the land is acquired in accordance with state and federal requirements and the services for such acquisition
- engineering design that had been approved for a project
- approved preliminary planning or engineering work required to develop a final scope of work for a planning or engineering project

DOAV will not reimburse a sponsor for more than 90 percent of a grant amount until it notifies the sponsor of receipt of acceptable deliverables or final acceptance of construction. Requests for reimbursements exceeding 90 percent of the grant should not be submitted to DOAV if the approval on project completion has not been given by DOAV. Such requests will be returned to the sponsor for correction and resubmission, thereby delaying the sponsor's receipt of the funds. After the receipt of acceptable deliverables or final acceptance of construction, DOAV will accept a reimbursement request for the remainder of a project's cost.

Additional guidance on reimbursement payments includes:

- For federally funded construction projects, contractual work to be accomplished up to 30 days in advance may be included in a reimbursement request. This may include costs for construction materials bonded and delivered to a job site.
- For land acquisition, reimbursement for 90 percent of the grant amount will be made to the sponsor prior to closing. The balance will be reimbursed, upon request, after deeds are recorded and certificates of title have been provided to DOAV.
- For projects at air carrier airports for which both state entitlement and discretionary funding have been approved, sponsors must spend all of their state entitlement funds before they may submit a reimbursement request for the state discretionary funds.

### 6.6.3 Project Close-out

A close-out letter will be sent to the sponsor confirming that the project is complete and all payments have been made, unless an audit will be performed as described below. Final inspections will be required prior to project close-out for construction projects.

An audit may be conducted on a project. If an audit is conducted, the sponsor will receive written notification of the outcome and any adjustments that need to be made. For federally funded projects, DOAV accepts the audit conducted by the federal Office of the Inspector General. After an audit, a closeout letter will be sent to the sponsor.

## 6.7 Special Requests for Airport Capital Program Funding

An airport sponsor may have to make a special request for state financial assistance after the submittal due date or for complex projects that will take several years to complete. The VAB and DOAV have adopted the following procedures to accommodate these special requests.

### 6.7.1 Emergency Request

An emergency is defined as an occurrence or event that threatens or may threaten life or property. Upon receipt of an emergency request from a sponsor, DOAV's director has the authority to declare that an emergency exists and will notify the chairman and the VAB member who represents the sponsor. From this notification, the director shall initiate, per *Code of Virginia* §2.2-3708(F), an electronic meeting of the VAB, that should include the chair and the representative VAB member, during which, if at all possible, a tentative allocation can be awarded. In the event that the emergency is dire, and so documented in the meeting minutes, and a quorum cannot be obtained, any two VAB members may authorize the director to issue a tentative allocation with a requirement that the tentative allocation be placed on the agenda of the next regularly scheduled VAB meeting so the tentative allocation can be noted formally as awarded by the VAB. A complete pre-application package will need to be prepared for submission at the following VAB meeting.



### 6.7.2 Missed Opportunity

An airport sponsor may not be aware of a need to request financial assistance until after the submittal due date. The situation generating the need may result in a missed opportunity, such as attracting an industry or enhancing air service; the need is not an emergency. The sponsor must provide to DOAV a written explanation of the cause of the missed opportunity. Upon receipt of a request by a sponsor, DOAV will contact the VAB chair and member representing the sponsor. They will determine if the submittal justifies consideration by the VAB at its next regularly scheduled meeting. The sponsor will be notified of this decision. If the decision is to let the project be considered by the VAB, a complete pre-application package must be submitted immediately for DOAV review and presentation to the VAB.

**It must be noted that the late submittal of a pre-application package from a sponsor does not constitute a missed opportunity. Late submittals will not be considered for funding at the upcoming VAB meeting.**

### 6.7.3 Multi-Year Funding

In order to provide financial assistance for projects that are of such a magnitude that they would exceed maximum allowable annual funds, VAB policy allows for multi-year programming of state entitlement and discretionary funds. Multi-year allocations are based on estimated revenues and allocations to the Commonwealth Airport Fund. If revenues do not meet estimates or if future year estimates are revised downward, a multi-year allocation may be adjusted.

When state discretionary funds are requested for multi-year funding, the request will need to be made using a complete pre-application package. Upon project approval by the VAB, a tentative allocation will be issued that specifies the years for which funding is approved and the amount approved for each year. The sponsor will need to submit a grant application that includes actual project costs. DOAV will issue grant agreements for the projects for the first year only. A project evaluation will be conducted each year of the multi-year time period. In the evaluations, the scope of work will be reviewed and compared with actual work accomplishments, cost information will be updated, and available funding will be determined. The grant agreements will be amended for subsequent year allocations upon sponsor request, and the amendments will be based on the annual project evaluations.

### 6.7.4 Bridge Loan

Because federal and state funding cycles do not coincide, sponsors may request the VAB to fund a project in anticipation of federal reimbursement in a subsequent federal fiscal year. In these cases, the VAB may fund the project at the appropriate ratio based on the scope of work, and DOAV will include in the grant agreement an assurance specifying reimbursement to the Commonwealth of Virginia. Typically, these projects are for federally eligible projects that are reimbursable after the fact, such as land acquisition. This type of project is referred to as a bridge loan.

Within 60 days of the receipt of the grant offer for the bridge loan, the sponsor must submit an application to FAA for the project and provide DOAV with a copy of the

559 application and project schedule. Upon receipt of reimbursement from FAA, the  
560 sponsor must reimburse the department an amount equal to 77 percent of the project  
561 amount within 60 days. The sponsor must fully reimburse the department within 48  
562 months from the date of the grant offer or request an extension of the payment period  
563 from the VAB. Failure to do so will find the sponsor non-compliant with grant  
564 assurances and may affect future funding.

## 7.0 Facilities and Equipment Program

The Facilities and Equipment Program (F&E) provides funding for the installation of electronic communication, navigation, and information systems that enhance the safety of flight and the utilization of Virginia's air transportation system. The Virginia Department of Aviation will own and maintain some of these systems, and for others, a sponsor will have ownership and be responsible for system maintenance.

The Virginia Aviation Board has delegated the authority to review and approve funding requests for the F&E Program to DOAV.

### 7.1 Project Eligibility

In addition to meeting overall criteria provided in Chapter 5 Project Eligibility Requirements, a project should be identified in DOAV's facilities and equipment plan to be eligible for this program. The following systems and equipment are eligible to be purchased and installed using F&E funds:

DOAV Owned	Sponsor Owned
<ul style="list-style-type: none"> <li>• non-directional beacon (NDB)</li> <li>• localizer</li> <li>• glide slope to complete a Category I instrument landing system (ILS)</li> <li>• distance measuring equipment (DME)</li> <li>• medium intensity approach lighting system with runway alignment indicator lights (MALSR)</li> <li>• automated weather observation system networking system</li> <li>• UNICOM transceivers</li> </ul>	<ul style="list-style-type: none"> <li>• visual aids such as:               <ul style="list-style-type: none"> <li>◦ obstruction marking and lighting</li> <li>◦ retro-reflective markers for taxiways and ramps</li> <li>◦ centerline retro-reflective markers</li> <li>◦ visual approach guidance aids</li> <li>◦ rotating beacons</li> <li>◦ wind cones</li> <li>◦ segmented circles</li> <li>◦ precision approach path indicators (PAPIs)</li> <li>◦ runway end identifier lights (REILs)</li> <li>◦ omni direction approach light system (ODALS)</li> <li>◦ medium intensity runway lights (MIRLs)</li> <li>◦ high intensity runway lights (HIRLs)</li> <li>◦ medium intensity taxiway lights (MITLs)</li> </ul> </li> <li>• weather observation system</li> <li>• pilot weather briefing systems</li> <li>• ground communication outlets (GCO)</li> <li>• pilot-controlled lighting (PCL) systems</li> </ul>

## 7.2 State Participation

The state's participation in an F&E project depends on whether the system will be owned and maintained by DOAV or the sponsor.

### 7.2.1 DOAV Owned and Maintained Systems

When DOAV will own and maintain the F&E system, the department will pay 100 percent of costs associated with DOAV responsibilities. The sponsor will pay 100 percent of costs associated with sponsor responsibilities. DOAV and the sponsor have the following responsibilities for each project:

DOAV Responsibilities	Sponsor Responsibilities
<ul style="list-style-type: none"> <li>conduct the pre-design conference</li> <li>design the system equipment</li> <li>procure the system equipment</li> <li>install the system</li> <li>conduct the final acceptance inspection</li> <li>conduct periodic inspections</li> <li>conduct ground inspections, flight inspections, and commissioning</li> <li>maintain the system equipment</li> </ul>	<ul style="list-style-type: none"> <li>attend the pre-design conference</li> <li>provide an acceptable source of electrical power and communications service to the site as specified by DOAV</li> <li>acquire all land necessary for the facility and its operation, either by purchase or lease</li> </ul>

### 7.2.2 Sponsor Owned and Maintained Systems

When the sponsor will own and maintain the F&E system, the state's funding share of the costs associated with the sponsor's responsibilities is 80 percent for state funded projects and 3 percent for federally funded projects. DOAV and the sponsor have the following responsibilities for each project:

DOAV Responsibilities	Sponsor Responsibilities
<ul style="list-style-type: none"> <li>attend the pre-design conference</li> <li>review and approve engineering agreements</li> <li>review and approve design plans</li> <li>conduct inspections of the installation as required</li> <li>approve requests for reimbursement</li> </ul>	<ul style="list-style-type: none"> <li>conduct the pre-design conference</li> <li>design the system equipment</li> <li>procure the system equipment</li> <li>install the system</li> <li>conduct the final acceptance inspection</li> <li>conduct periodic inspections</li> <li>conduct ground inspections, flight inspections, and commissioning</li> <li>maintain the system equipment</li> <li>provide an acceptable source of electrical power and communications service to the site as specified by DOAV</li> </ul>

### 7.2.3 Additional Sponsor Responsibilities

Regardless of the ownership of the system, the sponsor is responsible for:

- maintenance of the site (mowing, tree trimming and cutting, and removing snow)
- recurring power and communications costs
- insurance of the system

## 7.3 Application Process

Sponsors will apply for F&E funding by providing DOAV with a letter that identifies a project and provides justification. The following supporting documentation, based on the ownership of the F&E system, must be submitted with the letter:

DOAV Owned	Sponsor Owned
<ul style="list-style-type: none"><li>• scope of work</li><li>• schedule of work</li></ul>	<ul style="list-style-type: none"><li>• scope of work</li><li>• cost estimate</li><li>• schedule of work</li></ul>

The letter and supporting documents should be mailed or delivered to DOAV. It should be noted that for systems DOAV will own, DOAV will obtain the cost estimate.

Requests for F&E projects may be submitted at any time during the fiscal year.

## 7.4 Evaluation and Selection Process

Upon receipt of a written request, DOAV will review the information submitted for completeness and will confirm that F&E funds are available for the request. If funds are available, DOAV will then review the request to make sure all eligibility criteria are satisfied. If the criteria are met, DOAV will approve the request.

DOAV will notify sponsors of its decision. The notification will specify the amount of funding allocated to the project and identify the scope of work in which DOAV will participate. For projects where DOAV will own and maintain the system, the notification will also include a schedule of work.

## 7.5 Agreement Process

A grant agreement between the sponsor and DOAV must be executed for all new F&E systems. The grant agreement contains certain assurances that are deemed necessary to protect the state's interest and investment in the equipment and the airport. The grant agreement will also specify the sponsor's responsibilities as they relate to the operation and maintenance of the equipment and site.

The timing of the grant agreement execution depends on the ownership of the system and type of project:

- When the sponsor will own the system and the project is for design work only, a design grant agreement will be offered to the sponsor after the scope has been approved.
- When the sponsor will own the system and the project is for design and construction, a tentative allocation notification will be provided to the sponsor and design work can begin. Upon DOAV approval of the design and the sponsor's receipt of bids, the sponsor must submit to DOAV a project application form with design plans and bids. A design and construction grant agreement will be offered to the sponsor.
- When DOAV will own the system, a letter regarding grant intent will be sent to the sponsor. After the design work is complete, equipment has been purchased, and bids are received, DOAV will send the sponsor a design, construction, and equipment grant agreement.

Please refer to the agreement process section in Chapter 6 Airport Capital Program for details on grant agreements.

## **7.6 Project Implementation**

The timing of work elements and reimbursement also depends on the ownership of the system and type of project:

- When the sponsor will own the system and the project is only for design, design work and bidding will begin after the grant agreement is executed. Reimbursements may be requested throughout the design and bidding process.
- When the sponsor will own the system and the project is for design and construction, design work and bidding may begin after the sponsor has received the tentative allocation notification. Construction may begin after the grant agreement is executed. Reimbursement for work beginning in the design phase may be requested after the grant agreement is executed.
- When DOAV will own the system, DOAV will handle the design, equipment purchase, and bid advertisement for the project. The sponsor needs to coordinate its construction responsibilities for electricity and communications service with the department's construction work so conflicts and delays are avoided.

### **7.6.1 Grant Amendments and Change Orders**

At any time during the course of a project, the grant agreement for an F&E project may be amended for justifiable cause, such as a change in the grant amount or a change in the scope of work. When a sponsor becomes aware of conditions that will necessitate a change, the sponsor should immediately submit to DOAV a written request for a grant

127 amendment. **All grant amendments must be coordinated with DOAV prior to the**  
128 **subject work being initiated.** All increases are contingent on the availability of funds.

129  
130 A change order will be addressed by DOAV at the time the change order is requested.  
131 Increases or decreases to a grant will not be addressed until project completion, and  
132 increases are subject to the availability of funds.

#### 133 134 7.6.2 Reimbursement

135 A sponsor may request reimbursement for partial payments based on the percentage of  
136 work completed or actual costs incurred. The department asks that reimbursements for  
137 less than \$1,000 be made for the full amount at the completion of the project. Final or  
138 one time reimbursement requests do not have a minimum dollar amount limit. The  
139 requests must be made using DOAV's *Request for State Fund Reimbursement Form*.  
140 The form must bear the sponsor's original signature and date to certify acceptance of  
141 the costs from consultants and contractors. The form must be submitted with the  
142 required supporting documentation, such as a consultant or contractor invoice.

143  
144 DOAV will review the reimbursement form and supporting documentation. If the  
145 submittal is acceptable, payment will be approved. If the submittal is not acceptable,  
146 DOAV will contact the sponsor by telephone or email to discuss errors or omissions. If  
147 the sponsor cannot be contacted within five business days, the reimbursement package  
148 will be returned with a written notification that explains any discrepancy. DOAV will  
149 withhold or reduce any reimbursement payment until discrepancies are resolved.

150  
151 DOAV will not reimburse a sponsor for more than 90 percent of a grant amount until it  
152 notifies the sponsor of receipt of acceptable deliverables or final acceptance of  
153 construction. Requests for reimbursements exceeding 90 percent of the grant should  
154 not be submitted to DOAV if the approval on project completion has not been given by  
155 DOAV. Such requests will be returned to the sponsor for correction and resubmission,  
156 thereby delaying the sponsor's receipt of the funds. After the receipt of acceptable  
157 deliverables or final acceptance of construction, DOAV will accept a reimbursement  
158 request for the remainder of a project's cost.

#### 159 160 7.6.3 Project Close-out

161 A close-out letter will be sent to the sponsor confirming that the project is complete and  
162 all payments have been made, unless an audit will be performed as described below.  
163 Final inspections will be required prior to project close-out.

164  
165 An audit may be conducted on a project. If an audit is conducted, the sponsor will  
166 receive written notification of the outcome and any adjustments that need to be made.  
167 For federally funded projects, DOAV accepts the audit conducted by the federal Office  
168 of the Inspector General. After an audit, a closeout letter will be sent to the sponsor.



## 8.0 Voluntary Security Program

The Voluntary Security Program (VSP) provides funding for projects to enhance the security of public-use general aviation airports in Virginia.

The Virginia Aviation Board has delegated the authority to review and approve funding requests for the VSP to the Virginia Department of Aviation.

### 8.1 Project Eligibility

Before a general aviation airport sponsor can receive funding for a security improvement project, the airport must first be declared a “Secure Virginia Airport” as described in Chapter 13 General Aviation Airport Voluntary Security Certification Program. In addition, a security improvement project must be identified on the sponsor’s approved airport security plan in order to be eligible for state funding. VSP does not require prerequisites for projects to conduct security audits and develop security plans. The following are examples of eligible for VSP funding:

- airport security audit
- airport security plan
- terminal area fencing
- perimeter fencing
- magnetic card controlled gates
- external and internal surveillance systems
- security signage
- security lighting
- security barriers

A fence clearing project is eligible one time only. The continuing maintenance of the terminal area and perimeter fence line is a sponsor’s responsibility. Operational costs, such as the hiring of security guards, are not eligible.

Sponsors should contact DOAV to discuss the eligibility of other security improvements under this program.

### 8.2 State Participation

VSP funds 100 percent of projects to conduct security audits and develop security plans. The program funds 90 percent of the design and installation of security improvements that address deficiencies identified in plans and audits.

DOAV will review security audits and plans, and it will review and approve engineering agreements, plans, and specifications for security improvements.



### 8.3 Application Process

To request VSP funding, sponsors must submit a letter to DOAV that identifies a project and provides justification for the project. The request must include a budget and schedule. The letter and supporting documents should be mailed or delivered to DOAV. Requests may be submitted at any time during a fiscal year. Requests should only be made for projects that are eligible and meet prerequisites.

### 8.4 Evaluation and Selection Process

Upon receipt of a request for VSP funding, DOAV will confirm the availability of funds within the program. DOAV will then review the request for completeness, project eligibility, and prerequisites. DOAV will prioritize the project(s) in consideration with existing VSP requests and make a determination regarding funding.

### 8.5 Agreement Process

For approved projects, a written notification will be sent to the sponsor, either a tentative allocation letter or grant offer, based on the scope of work. The notification will include a description of the work to be undertaken, the amount of funding allocated to the project, and funding termination date.

#### 8.5.1 Tentative Allocation

After a tentative allocation is offered for a design and construction project, the sponsor may begin the design. Upon DOAV approval of bids, a grant agreement will be offered for the design and construction project.

#### 8.5.2 Grant Agreements

**The sponsor must execute the grant agreement prior to initiating any construction or purchases.** Please refer to the agreement process section in Chapter 6 Airport Capital Program for details on a grant agreement.

### 8.6 Project Implementation

Once a grant agreement has been executed, work may begin. Based on the type of project, DOAV may inspect a security improvement project as it progresses or when it is complete.

#### 8.6.1 Grant Amendments and Change Orders

At any time during the course of a project, the grant agreement for a VSP project may be amended for justifiable cause, such as a change in the grant amount or a change in the scope of work. When a sponsor becomes aware of conditions that will necessitate a change, the sponsor should immediately submit to DOAV a written request for a grant

amendment. **All grant amendments must be coordinated with DOAV prior to the subject work being initiated.** All increases are contingent on the availability of funds.

A change order will be addressed by DOAV at the time the change order is requested. Increases or decreases to a grant will not be addressed until project completion, and increases are subject to the availability of funds.

#### 8.6.2 Reimbursement

Requests for reimbursement can be made for partial amounts or the full amount. The department asks that reimbursements for less than \$1,000 be made for the full amount at the completion of the project. The requests must be made using DOAV's *Request for State Fund Reimbursement Form*. The form must bear the sponsor's original signature and date to certify acceptance of the costs from contractors and others. The form must be submitted with the required supporting documentation, such as a consultant or contractor invoice.

DOAV will review the reimbursement form and supporting documentation. If the submittal is acceptable, payment will be approved. If the submittal is not acceptable, DOAV will contact the sponsor by telephone or email to discuss errors or omissions. If the sponsor cannot be contacted within five business days, the reimbursement package will be returned with a written notification that explains any discrepancy. DOAV will withhold or reduce any reimbursement payment until discrepancies are resolved. **It must be noted that goods ordered and services contracted prior to DOAV approval will not be eligible for reimbursement.**

DOAV will not reimburse a sponsor for more than 90 percent of a grant amount until it notifies the sponsor of receipt of acceptable deliverables or final acceptance of construction. Requests for reimbursements exceeding 90 percent of the grant should not be submitted to DOAV if the approval on project completion has not been given by DOAV. Such requests will be returned to the sponsor for correction and resubmission, thereby delaying the sponsor's receipt of the funds. After the receipt of acceptable deliverables or final acceptance of construction, DOAV will accept a reimbursement request for the remainder of a project's cost.

#### 8.6.3 Project Close-out

A close-out letter will be sent to the sponsor confirming that the project is complete and all payments have been made, unless an audit will be performed as described below. Final inspections will be required prior to project close-out for construction projects.

An audit may be conducted on a project. If an audit is conducted, the sponsor will receive written notification of the outcome and any adjustments that need to be made. After an audit, a closeout letter will be sent to the sponsor.

## 9.0 Maintenance Program

The Maintenance Program provides funding for non-recurring maintenance to existing airport facilities in order to keep the facilities in a safe and economical operating condition. The program is also designed to encourage and assist airport sponsors with the implementation of preventative maintenance programs that will extend the useful life of the facilities and reduce the frequency of their replacement or reconstruction.

The Virginia Aviation Board has delegated the authority to review and approve funding requests for the Maintenance Program to the Virginia Department of Aviation.

### 9.1 Project Eligibility

Eligible maintenance is identified as scheduled inspections, scheduled and unscheduled maintenance, and unscheduled repairs that are necessary to preserve existing airport facilities and operations. Scheduled inspections should be conducted on a quarterly basis.

Maintenance funds cannot be used to upgrade, enhance, or expand facilities. In addition, *Code of Virginia* §5.1-55 does not allow Aviation Special Funds to be spent on recurring maintenance, which has been identified as work that must be performed daily, weekly, or monthly to maintain a facility's appearance or operational use. Recurring maintenance involves activities such as grass cutting, pavement sweeping, and snow removal. The replacement or repair of items damaged or lost due to negligence, accident, theft, or vandalism is not eligible for reimbursement.

#### 9.1.1 Facility Maintenance Projects

Eligible maintenance projects may be performed on airport facilities and infrastructure that were properly designed and constructed. Maintenance of certain airport facilities is not eligible where the original design and construction were not approved by DOAV. If a sponsor wishes to apply for maintenance funding for such a facility, a DOAV engineer must assess the original design, structural integrity, and maintenance history of the facility and determine its eligibility for the program.

Eligible projects include:

- obstruction removal on airport property or on property where the sponsor has the rights to top or completely remove the obstruction
- pavement maintenance and repairs, including pothole repair, grass removal, crack seal, and pavement surface treatments such as slurry seals
- removal of vegetation that causes pavement deterioration, impedes drainage, and causes deterioration of facilities
- replacement of pavement markings
- repairs of problems with airport lighting systems, visual aids, automated weather observation systems, ground communication outlets, and pilot briefing systems

- emergency repairs of a facility that will prevent its destruction or deterioration if not performed immediately
- replacement of lamps, gaskets, transformers, cables, wind cones, and such used in eligible lighting and visual aid devices
- repairs to fueling systems including repairs to electrical systems, pumping systems and lines, containment systems, rust removal, and painting
- repairs to terminal buildings and maintenance equipment storage buildings, as well as associated systems and equipment that are eligible for funding under the Airport Capital Program
- quarterly or annual inspections of airport lighting systems, visual aids, automated weather observation systems, and emergency generators

Concerning obstruction removal, it is the intent of the VAB that the state should provide financial assistance for the clearing of obstructions once and a sponsor should have the capability to maintain such areas without seeking further funding under the Maintenance Program. In areas where a sponsor has acquired adequate property interest, either through ownership or easement, and clear cutting or clearing-and-grubbing activities have been done using state funding, the sponsor is responsible for maintaining these areas free and clear of obstructions without any additional state financial support. Maintenance of areas where the sponsor has acquired only the right to top trees is eligible for state funding. Cost-effective methods of limiting tree growth, such as controlled spraying, are eligible under this program. Obstruction removal projects must meet the environmental requirements noted in Chapter 5 Project Eligibility Requirements.

Maintenance and repairs may be performed on eligible buildings and associated systems and equipment that are eligible for funding under the Airport Capital Program, such as plumbing and electrical systems, roofs, and structural elements. Eligible activities include exterior and interior painting. Items and activities that are not eligible include, but are not limited to, janitorial services, wallpapering, window treatments, lamp replacement, and exterior power washing. When a project request is for the replacement of whole systems such as carpeting, heating, ceiling tiles, roof bladders, and air conditioning, DOAV will physically inspect the site and use that review to determine need and eligibility.

Sponsors should contact DOAV with questions on whether maintenance projects not listed here may be eligible under this program. In general, if a facility is eligible for state funding under the Airport Capital Program, the Facilities and Equipment Program, and the Voluntary Security Program, maintenance of the facility is most likely eligible under the Maintenance Program.

### 9.1.2 Purchase of Maintenance Equipment

So that sponsors have the necessary equipment to handle recurring maintenance, the VAB has identified certain pieces of maintenance equipment and their upkeep as eligible for funding assistance. Listed below are examples of eligible and ineligible maintenance equipment.

Eligible Equipment	Ineligible Equipment
<ul style="list-style-type: none"> <li>• self-propelled mowers</li> <li>• tractors</li> <li>• mower attachments</li> <li>• spray attachments for vegetation control</li> <li>• sweeper attachments</li> <li>• snow blades</li> <li>• trucks, new or used, with gross vehicle weight of 15,000 to 30,000 pounds, single axle, dual rear tires, dump body, and cab to seat a maximum of three people</li> <li>• small utility vehicles and attachments specifically made for those vehicles where the vehicle may be two or four wheel drive and shall not exceed gross vehicle weight of 2,600 nor 133 inches in length and 65 inches in width</li> </ul>	<ul style="list-style-type: none"> <li>• chain saws, weed trimmers, etc.</li> <li>• hand tools</li> <li>• front end loaders</li> <li>• fuel trucks</li> <li>• courtesy vehicles</li> <li>• aircraft tugs</li> <li>• snowblowers</li> </ul>

Equipment acquired under this program shall be operated and properly stored on airport property, except for instances where off-site repairs to the equipment are required.

Sponsors of publicly owned airports may purchase maintenance equipment through contracts established for the Commonwealth of Virginia. For information about this service, sponsors should contact the Virginia Department of General Services in Richmond at (804) 230-7701 or [www.dgs.virginia.gov](http://www.dgs.virginia.gov).

Many pieces of equipment may be available for purchase through the state and federal surplus property systems. While care must be used in acquiring such items, some surplus items have a substantial operating life remaining, and the cost is significantly lower than that of new equipment. To access the state system, sponsors should contact the Virginia Department of General Services in Richmond at (804) 230-7701 or [www.dgs.virginia.gov](http://www.dgs.virginia.gov). For eligibility and access information for the federal system, sponsors should contact the Federal Aviation Administration Washington Airports District Office at 703-661-1354.

Surplus equipment is also available from airport sponsors around the state. Airport sponsors and managers post information on this surplus equipment through DOAV's website.

### 9.1.3 Maintenance of Equipment

Repairs to eligible equipment and replacement of worn-out equipment components are eligible for state funding. Periodic preventative maintenance for eligible maintenance equipment, such as fluid changes and tune-ups, is not eligible for state funding.

## 9.2 State Participation

The state's participation rate for projects under the Maintenance Program is 80 percent, except for fueling systems, terminal buildings, and the maintenance of equipment. Fueling systems will be funded at the ratio the state originally used to install the system as described in Appendix A. Maintenance for terminal buildings will be based on the amount of public-use space as described in Appendix B. The funding rate for the maintenance of equipment is described in section 9.2.3 Maintenance of Equipment.

Each airport sponsor may receive up to \$100,000 per fiscal year for eligible maintenance projects, contingent on the availability of state funds.

### 9.2.1 Facility Maintenance Projects

As airport sponsors have varying financial resources for maintenance activities, DOAV offers three approaches for funding eligible maintenance projects, based on who performs the work and what expenses will be submitted for reimbursement:

- When a private contractor is used to perform the work and reimbursement will be based on labor, equipment, and materials, DOAV will fund up to 80 percent of the eligible project cost for work performed by a private contractor.
- When a sponsor performs the work using its own employees and reimbursement will be based on the cost of materials and the use of the sponsor's employees and equipment at a predetermined rate approved by the department, DOAV will fund up to 80 percent of the eligible project cost for work performed by a sponsor.
- When a sponsor performs the work using its own labor and equipment and seeks reimbursement for materials only, DOAV will fund 100 percent of the cost of eligible materials. Sponsors should contact DOAV regarding the eligibility of materials.

The supporting documentation needed for reimbursement is described in section 9.6.2 Reimbursement.

When a private contractor will be hired or where the cost of sponsor-installed materials or equipment will exceed \$5,000, the sponsor shall solicit a minimum of three bids for a project or a combination of projects. Similar projects should be combined whenever possible. Copies of all the bids shall be submitted to DOAV for review and concurrence. For certain circumstances, DOAV may concur that the receipt of three bids is extremely difficult or not feasible and will work with the sponsor using the bid documentation received. If DOAV determines that bids are too expensive, the department will work with a sponsor to resolve the issue. When the total cost of a project is less than \$5,000, only one telephone bid is required. If a private contractor is already under contract with a sponsor in accordance with the *Virginia Public Procurement Act*, a sponsor may use that contractor instead of soliciting bids for contractor services.

**9.2.1.1 Obstruction Removal** When federal funding will be used for an obstruction removal project, the state will participate at the prevailing rate for federally funded projects. When federal funding will not be used for an obstruction removal project, an



airport sponsor needs to use the balance of the sponsor's fiscal year maintenance allocation up to \$100,000 for the obstruction removal. If the cost of the project exceeds that balance, the sponsor will need to apply to the VAB for Airport Capital Program funds for the state's participation in the remainder of the project. Obstruction removal projects will be considered as regular maintenance projects, and the state's participation rate will be 80 percent. These state rates apply regardless of the funding program utilized.

DOAV's participation in the removal of trees that have been determined to be obstructions is dependent on whether the sponsor owns the property or has an avigation easement for the property.

- When the sponsor owns the property, DOAV will reimburse the sponsor one time to remove the trees. DOAV encourages the sponsor to clear and grub the area to a condition suitable for mowing. The state's participation rate will be 80 percent.
- When the sponsor's avigation easement only permits the topping of trees, DOAV will reimburse the sponsor to cut the trees on an as needed basis. The state's participation rate will be 80 percent.
- When the sponsor's avigation easement permits the sponsor to clear cut the trees to ground level, DOAV will reimburse the sponsor one time to cut the trees. DOAV encourages the sponsor to clear and grub the area to a condition suitable for mowing if the avigation easement so permits. The state's participation rate will be 80 percent.

### 9.2.2 Purchase of Maintenance Equipment

A sponsor may receive up to \$35,000 over a five-year period to purchase eligible maintenance equipment. The dollar limit and time period begin with the execution of the first grant for procurement and end five years from that date. After a five-year period ends, the next period begins with the execution of the next procurement grant.

The department will fund 50 percent of the acquisition of eligible maintenance equipment. The funds that can be used to purchase maintenance equipment are part of the \$100,000 fiscal year limit.

In bid solicitations sponsors may use minimum specifications for equipment or list a specific manufacturer and product; however, if a specific piece of equipment is listed, the solicitation must also include a condition allowing for bids on equivalent equipment. When the total cost of a project is less than \$5,000, only one telephone bid is required. When the cost of equipment will exceed \$5,000, the sponsor shall solicit a minimum of three bids for the equipment. For certain circumstances, DOAV may concur that the receipt of three bids is extremely difficult or not feasible and will work with the sponsor using the bid documentation received. If DOAV determines that bids are too expensive, the department will work with a sponsor to resolve the issue. Copies of all the bids shall be submitted to DOAV for review and concurrence.

### 9.2.3 Maintenance of Equipment

Repairs to eligible equipment and the replacement of worn out equipment components are eligible for state funding at a 50 percent participation rate. The costs of repairs accumulate toward the \$100,000 fiscal year limit. Equipment eligible for repair using Maintenance Program funds includes:

- maintenance equipment purchased under the Maintenance Program
- air rescue and fire fighting equipment (ARFF) for air carrier airports
- snow and ice removal equipment for air carrier airports
- snow removal attachments for general aviation airports

The cost to make surplus equipment operational at the time of purchase is eligible for state funding at a 50 percent participation rate and accumulates toward the total state share of \$35,000 for equipment purchases.

## 9.3 Application Process

To apply for Maintenance Program funds, sponsors need to submit to DOAV, by mail, fax, or e-mail, a request package that must contain:

- a letter providing the justification and estimated cost of the project
- copies of bid documents as applicable
- a scope of work and sketch as applicable

When submitting the request, sponsors should provide as much justification and supporting information about their project as possible. Failure to provide adequate information will result in disapproval of a project.

Requests for Maintenance Program funding may be made at any time during a fiscal year. Sponsors are encouraged to call DOAV prior to submitting a request to discuss eligibility and ask questions on treatment methods, materials, procurement, and related concerns.

## 9.4 Evaluation and Selection Process

Upon receipt of a Maintenance Program request either for facility maintenance or maintenance equipment, DOAV will confirm the availability of funds within the program and the sponsor's fiscal year balance to date. The project will then be reviewed for conformity with project eligibility and prerequisites, and a determination will be made on the reasonableness of the cost. DOAV will approve a project when it meets these criteria and funds are available. **It must be noted that goods ordered and services contracted for facility maintenance projects and maintenance equipment purchased prior to DOAV approval will not be eligible for reimbursement.**



## 9.5 Agreement Process

The agreement process for the Maintenance Program depends on whether the project is for facility maintenance, the purchase of equipment, or the maintenance of equipment.

### 9.5.1 Facility Maintenance Projects

After a facility maintenance project is approved, DOAV will assign a project number and issue a *Maintenance Program Funding Request Approval Form* that specifies the scope of work and the amount, conditions, and effective date of the allocation. This form will constitute a notice to proceed, and a sponsor may begin work upon receipt of the form. Grant agreements are not issued for facility maintenance projects.

### 9.5.2 Purchase of Maintenance Equipment

After the procurement of maintenance equipment is approved, DOAV will offer a grant agreement to the sponsor. **The execution of a grant agreement is required before a sponsor may purchase equipment.** Please refer to the agreement process section in Chapter 6 Airport Capital Program for details on grant agreements.

A sponsor is responsible for the upkeep of maintenance equipment funded through DOAV's Maintenance Program for the term specified in the grant agreement. If the equipment is sold or traded, the sponsor shall refund to DOAV in accordance with section 3.5 Disposal of Property Acquired with State Resources.

### 9.5.3 Maintenance of Equipment

After an equipment maintenance project is approved, DOAV will assign a project number and issue a *Maintenance Program Funding Request Approval Form* that specifies the scope of work and the amount, conditions, and effective date of the allocation. This form will constitute a notice to proceed, and a sponsor may begin work upon receipt of the form. Grant agreements are not issued for equipment maintenance projects.

## 9.6 Project Implementation

Once a *Maintenance Program Funding Request Approval Form* is received for a facility maintenance project or a grant agreement has been executed for a maintenance equipment project, work may begin. Based on the type of project, DOAV may inspect a facility maintenance project as it progresses or when it is complete.

### 9.6.1 Cost Increases

If the sponsor incurs additional costs to a previously approved maintenance project prior to approval by DOAV, the department may fund an increase up to 10 percent of the original allocation. If the additional eligible costs exceed 10 percent of the original allocation and the sponsor coordinates with DOAV on the cost increase prior to incurring these additional costs, DOAV can authorize the funding of the entire increase. All increases are subject to the availability of Maintenance Program funds.

### 9.6.2 Reimbursement

Requests for reimbursement can be made for partial amounts or the full amount. The department asks that reimbursements for less than \$1,000 be made for the full amount at the completion of the project. The requests must be made using DOAV's *Request for State Fund Reimbursement Form*. The form must bear the sponsor's original signature and date to certify acceptance of the costs from contractors and others. The form must be submitted with the required supporting documentation.

For the three approaches for funding eligible maintenance projects described in section 9.2.1 Facility Maintenance Projects, the following supporting documentation is needed:

- When a private contractor is used, the sponsor shall provide DOAV with copies of paid invoices from the contractor in order to be reimbursed.
- When a sponsor uses its own employees, the sponsor must keep all statements and invoices for materials, equipment, and labor to forward to DOAV for reimbursement. Labor and equipment are to be charged to the project at a predetermined rate approved by DOAV.
- When a sponsor will seek reimbursed for materials only, copies of paid invoices for materials shall be sent to DOAV for reimbursement. The sponsor will not be required to keep and submit records for labor and equipment for project reimbursement.

DOAV will review the reimbursement form and supporting documentation. If the submittal is acceptable, payment will be approved. If the submittal is not acceptable, DOAV will contact the sponsor by telephone or email to discuss errors or omissions. If the sponsor cannot be contacted within five business days, the reimbursement package will be returned with a written notification that explains any discrepancy. DOAV will withhold or reduce any reimbursement payment until discrepancies are resolved. **It must be noted that goods ordered and services contracted prior to DOAV approval will not be eligible for reimbursement.**

### 9.7 Emergency Maintenance Request

If circumstances occur on a weekend or holiday where a delay in repairs will create an unsafe condition, result in an airport closure, or cause a significant loss of revenue, a sponsor may follow this procedure to qualify for DOAV reimbursement:

- determine if the repair is eligible, to the best of the sponsor's knowledge
- follow the normal procurement procedure established by the local governing body
- contact DOAV on the next business day to seek confirmation of eligibility and begin the approval process

DOAV does not guarantee it will approve reimbursement for these special circumstances. Approval is more likely if a sponsor follows the proper procedure.

355 DOAV encourages airport sponsors to keep a minimal stock of parts that have to be  
356 replaced regularly to avoid having to make purchases during such a circumstance.  
357 DOAV will participate in the purchase of a reasonable quantity of these items.

## **10.0 Virginia Airports Revolving Fund and Airport Bond Program**

The Virginia Resources Authority (VRA) manages two programs designed to assist sponsors of publicly owned, public-use airports with alternate funding resources. Airport sponsors are encouraged to contact VRA, at [www.vra.state.va.us](http://www.vra.state.va.us) or 804-644-3771, for additional information and schedules for these programs.

### **10.1 Virginia Airports Revolving Fund**

The Virginia Airports Revolving Fund Program (ARF) provides low interest funds to assist airport sponsors implement capital projects that could not be financed with funds from the Commonwealth Airport Fund. The loans are made through VRA, which sets the terms and conditions of each loan.

The minimum loan amount for an ARF project is \$500,000, and the maximum amount is \$15 million. Loans for less than the \$500,000 minimum may be too small to justify the financing and administrative costs associated with making loans under the leveraging of the ARF. If the total estimated cost of an airport's project(s) is below the \$500,000 threshold, a sponsor should still consider submitting a loan application because funds may be available. Airports seeking loans for significantly smaller projects that clearly are not eligible for program funding administered by the Virginia Department of Aviation should consult local commercial banks or lending institutions.

### **10.2 Airport Bond Program**

The Airport Bond Program (ABP) makes direct loans to airport sponsors for relatively large projects. The loans will be funded by the proceeds from the sale of bonds which are issued by VRA and backed by the moral obligation of the Commonwealth of Virginia. The minimum amount to be funded from the ABP is \$500,000, and the maximum amount is \$35 million. Specific information on loan amounts can be provided by VRA.

The ABP offers airport sponsors the option to issue variable rate debt, enabling them to achieve lower costs of borrowing and redeem bonds with more flexibility as their operations require.

Essentially, when the airport sponsor issues variable rate debt, the sponsor gets a lower interest rate as it is shouldering more of the interest rate risk, since the rate is reset periodically rather than being fixed throughout the life of the bond. It is becoming more common for some airport sponsors to incorporate a small percentage of variable rate debt, maybe 10 to 20 percent of the debt portfolio. They can achieve lower borrowing costs through the lower initial rate, and then they can hedge future interest rate risk, through interest rate swaps and the like, for a lower total borrowing cost than fixed rate debt if used efficiently.

Some airport projects can be readily separated into phases, such as gates, airline operating areas, public-use space, concession areas, baggage claim areas, and aircraft parking. It may be beneficial to fund a share of these projects from both ARF and ABP. Upon receipt of the project application, VRA may design a loan offer that incorporates a loan or combination of loans from one or both programs.

### 10.3 Project Eligibility

In general, eligible projects for ARF:

- may be related to debt refinancing of previously financed projects
- may provide the airport sponsor's matching share of projects eligible for funding through other federal and state revenue sources, including the state's Commonwealth Airport Fund and the federal Airport Improvement Program
- must be on an airport's approved airport layout plan
- must satisfy all applicable environmental requirements and permits
- must be related to an airport but may be located off airport property

Specific eligible projects include:

- facilities related to the needs or convenience of passengers, shipping companies, and airlines
- machinery and equipment
- appurtenances
- lands and rights-in-land
- aviation rights
- water rights
- rights-of-way
- roadways
- hangars

Eligible expenses include:

- administration
- engineering (planning, design, and construction)
- legal and financing fees
- construction costs
- equipment
- land
- cost of interim financing

The determination of the eligibility of a project located off of airport property is based on whether the proposed project could be located on the airport except for a lack of space on airport property or other location requirements. Examples of such projects are

93 automobile parking lots, air cargo sorting and distribution facilities, and multimodal  
94 terminal facilities that provide passenger or cargo links between transportation modes.

95  
96 Funds may not be available for projects that are clearly speculative in nature, would  
97 refinance existing debt, or are not ready to proceed.

#### 100 **10.4 Application Process**

101  
102 A request for funding under either of these programs should be submitted to DOAV and  
103 VRA using the *Combined Virginia Airports Loan Program Application*. A sponsor can  
104 indicate a preference for a particular loan program on the form. The project description  
105 and justification on the application must substantiate how the project addresses specific  
106 needs and the readiness of the project to proceed. If a sponsor is unsure whether  
107 certain information is necessary for an application to be processed, the sponsor should  
108 contact DOAV or VRA for assistance. Both DOAV and VRA will work closely with  
109 airport sponsors to insure that applications are complete.

110  
111 Applications for both programs must be submitted to DOAV using the Airport Capital  
112 Program pre-application schedule. At the same time, the application should also be  
113 sent to VRA and the airport's representative member on the Virginia Aviation Board.

114  
115 If a proposed project or refinancing of existing debt will impact an airport tenant, through  
116 such actions as changing rates or charges, the airport sponsor needs to contact the  
117 tenants. When passenger facility charges (PFCs) are considered for a portion of the  
118 sponsor's share of a financial package, sponsors are required by federal regulations to  
119 notify and consult with airline tenants about the application to impose PFCs for certain  
120 capital improvements. Airport sponsors are expected to use discretion in  
121 communicating with airport tenants when planning and preparing loan applications for  
122 projects to support capital improvement plans.

#### 123 124 125 **10.5 Evaluation and Selection Process**

126  
127 DOAV will examine each loan application for completeness, eligibility, and consistency  
128 with the airport's planned development and notify the airport sponsor if an apparent  
129 problem exists. The notification allows the sponsor to adjust, correct, or withdraw the  
130 application. At the same time DOAV is reviewing an application, VRA is reviewing the  
131 application and will contact the airport sponsor if a problem is found or additional  
132 information is needed.

133  
134 For reference later in the decision process, DOAV applies the VRA project ranking  
135 system to individual projects. The VRA project ranking system focuses on the loan  
136 amount, airport role, and project type. Table 4 provides the values used to score each  
137 project for ranking.

Table 4  
VRA Project Ranking System

Loan Amount	Value	Airport Role	Value	Project Type	Value
≤ \$500,000	1	air carrier	5	air side	1
\$500,001-\$1,000,000	2	reliever	4	ground side	2
> \$1,000,000	3	general aviation - regional	3		
		general aviation - community	2		
		general aviation - local service	1		

In the case of a tie in the score, the airport role is used to set the ranking as the higher roles have a greater impact on the statewide aviation system.

Example: Ranking three proposed projects

- Project A is a \$500,000 hangar construction project at an air carrier airport, which is not eligible for an Airport Capital Program grant.
- Project B is a \$500,000 hangar construction project at a community general aviation airport, which is not eligible for an Airport Capital Program grant.
- Project C is a \$10 million runway rehabilitation project at a reliever airport, which is eligible for federal and state funding.

The project ranking system would generate the following scores:

Project	Loan Amount	Airport Role	Project Type	Total
Project A	1	5	2	8
Project B	1	2	2	5
Project C	3	4	1	8

As Project A and Project C have the same number of points, the airport role is used to set the ranking between the projects. The final ranking of the projects in order of priority would be A, C, and B.

DOAV submits its recommendations to the VAB. Under the terms of the memorandum of agreement for the two programs, DOAV will only recommend loan applications that are complete and meet project eligibility. The recommendations are given to members of the VAB at least two weeks prior to a regular VAB meeting, and the recommendations are posted on the department's website for VAB member and sponsor review.



The VAB will consider applications at its regularly scheduled meetings. As the VAB considers each loan request, it will insure that each proposed project is eligible and is necessary for the overall development of the Virginia air transportation system. Loan requests approved by the VAB are forwarded to VRA.

VRA will then complete its review of the applications, conducting necessary credit checks and performing the requisite financial review. It will review the scores from the project ranking system as needed to make a decision on a project. These scores would be used most when sufficient funds are not available for all requests.

If VRA decides to accept a project, it will determine the best type of loan for the project, either a revolving loan or a direct bond loan. When this process is completed, VRA will pool the various loan requests by category and proceed to sell bonds to the investment community to raise the necessary funds that will provide the requested funds at the most attractive terms and conditions.

In the event that there are insufficient funds for all loan requests, the VRA will notify the chair of the VAB and identify the projects that have been included in the final pool of projects. At the next regularly scheduled meeting, the VAB may revise the final pool of projects as long as the timeliness of bond issuance and the availability of funding resources are not jeopardized or other such financial risks are not taken that, in the sole determination of VRA, could damage or create the risk of damage to the viability of the program. In the event that there is no timely scheduled meeting to resolve the issue of the pooled projects, VRA will provide to the chair of the VAB written notification that identifies the final pool of projects and states its intent to issue bonds, make direct loans available, or use a combination of these options.

In accordance with the provisions of *Code of Virginia* §2.2-3708, the VAB may meet by teleconference to review the final pool of projects within a period of ten working days following VRA's written notification to the VAB. By the majority vote of a quorum of VAB members participating, the VAB may concur with the pool of projects suggested by VRA, revise the pool of projects, or halt further action on the bond issue and require VRA to consult with the VAB at its next regularly scheduled meeting for approval of a revised pool of projects. If the VAB fails to meet by teleconference within the period of ten working days or otherwise fails to halt action on the bond issue, the pool of projects recommended by VRA shall become the final pool of projects approved by the VAB.

## **10.6 Agreement Process**

The ARF and ABP Programs are administered by VRA. VRA will determine which contractual documents are appropriate for each financing scenario and provide sponsors with information on the process to execute those documents.

**10.7 Project Implementation**

VRA will guide the implementation of projects and the transfer of funds related to the projects. Based on DOAV's level of funding participation, DOAV may be involved in a project through its normal processes for reviewing and approving plans, conducting inspections, and providing technical assistance as needed.

## 11.0 Aviation Promotion Program

The Aviation Promotion Program helps stimulate aeronautical activity and promote aviation across the state by raising awareness in the business and public sectors about the programs and services provided and the economic benefits generated by Virginia airports. The program provides funding to airport sponsors for the promotion of commercial aviation services and general aviation activities. The program is available to all airport sponsors meeting the eligibility criteria described in Chapter 4 Sponsor Eligibility.

The Virginia Aviation Board has delegated the authority to review and approve funding requests for the Aviation Promotion Program to the Virginia Department of Aviation.

### 11.1 Project Eligibility

Promotion programs should feature public relations activities, advertising, educational activities, publications, and the development of business and financial plans. Programs for general aviation airports can cover a wide spectrum of projects based on the diverse needs of each community and an airport's target audience. Funding for a new project can only be requested after an existing grant agreement is closed.

Eligible projects for the Aviation Promotion Program include:

- airport flight guides
- newsletters
- annual reports
- promotional videos
- on-line services
- brochures and fliers
- print media, billboards, and sign boards
- air time on radio and television
- airport and aviation displays
- aviation educational activities
- acquisition of educational supplies
- business and financial plans that must include a description of the business, financial data, and supporting documents that verify up-to-date master and airport layout plans
- items or services that are contracted for the public's use and benefit at special events such as airport appreciation days, fly-ins, and air shows
- meetings specifically held for promotional activities, including administrative, legal, and incidental costs incurred in completing a project

Please contact DOAV's Communications and Education Division for a determination of the eligibility of other proposed projects.

Ineligible projects include:

- a promotional item or activity that has the specific purpose of attracting business or passengers from another Virginia airport, including advertising or activities referencing the name, services, or economic advantages of one airport over a neighboring Virginia airport
- the purchase, lease purchase, or long-term lease of office equipment, presentation equipment, audio-visual equipment, vehicles, uniforms, or similar items
- the physical enhancement, beautification, decoration, or improvement of airport facilities
- a promotional item, service, or event that is not available to the public
- the promotion of privately owned businesses as sole beneficiary of a promotional effort

## 11.2 State Participation

For the Aviation Promotion Program, the VAB established a \$25,000 annual ceiling on state financial participation for air carrier airports and a \$7,500 annual ceiling for general aviation airports. The state's maximum participation rate for air carrier airports is based on annual enplanements for the most recent calendar year, as shown in Table 5. The state's maximum participation rate for a general aviation airport is determined by the number of based aircraft reported on the airport's annual based aircraft survey, as shown in Table 6. After January 1, funding ceilings are removed for the remainder of the fiscal year.

Table 5  
Promotional Funding Levels for Air Carrier Airports

Annual Enplanements	State Participation
≤ 25,000	2/3 project cost up to \$25,000
> 25,001	1/2 project cost up to \$25,000

Table 6  
Promotional Funding Levels for Reliever and General Aviation Airports

Based Aircraft	State Participation
≤ 25	2/3 project cost up to \$7,500
> 25	1/2 project cost up to \$7,500

DOAV provides technical assistance to airport sponsors in the design of promotion program planning and submission of grant applications.

### 11.3 Application Process

To request promotional funds, a sponsor needs to compile a complete application package that must include:

- an *Air Service / Promotion Project Grant Application Form* with original signature and date
- a detailed scope of work
- an estimated budget
- a copy of the airport's annual based aircraft survey

Complete application packages should be mailed or delivered to DOAV. Applications may be submitted anytime during the fiscal year.

### 11.4 Evaluation and Selection Process

When an application package is received, DOAV will review it for completeness and compliance with eligibility criteria and the purpose of the program. If the criteria are met and funds are available within the program, the application will be approved.

### 11.5 Agreement Process

Grant agreements will be offered for approved promotion projects. Please refer to the agreement process section in Chapter 6 Airport Capital Program for details on grant agreements.

### 11.6 Project Implementation

DOAV will provide technical assistance for promotion projects. The department will also review and provide comments on project deliverables such as brochures, videos, and web sites.

#### 11.6.1 Grant Amendments

At any time during the course of a project, the grant agreement for a promotion project may be amended for an extension of the expiration date. When a sponsor becomes aware of conditions that will necessitate this change, the sponsor should immediately submit to DOAV a written request for a grant amendment. **All grant amendments must be coordinated with DOAV prior to the subject work being initiated.**

#### 11.6.2 Reimbursement

Requests for reimbursement can be made for partial amounts or the full amount. The requests must be made using DOAV's *Request for State Fund Reimbursement Form*. The form must bear the sponsor's original signature and date to certify acceptance of

the costs from contractors and others. The form must be submitted with the required supporting documentation, such as a consultant or contractor invoice.

DOAV will review the reimbursement form and supporting documentation. If the submittal is acceptable, payment will be approved. If the submittal is not acceptable, DOAV will contact the sponsor by telephone or email to discuss errors or omissions. If the sponsor cannot be contacted within two business days, the reimbursement package will be returned with a written notification that explains any discrepancy. DOAV will withhold or reduce any reimbursement payment until discrepancies are resolved. **It must be noted that goods ordered and services contracted prior to DOAV approval will not be eligible for reimbursement.**

#### 11.6.3 Project Close-out

A close-out letter will be sent to the sponsor confirming that the project is complete and all payments have been made, unless an audit will be performed as described below.

An audit may be conducted on a project. If an audit is conducted, the sponsor will receive written notification of the outcome and any adjustments that need to be made. After an audit, a closeout letter will be sent to the sponsor.

### 11.7 Applications by Airport Support Organizations

Airport support organizations, which are groups encouraging the development of activities at air carrier airports, may receive funding under certain criteria that is in accordance with VAB policy defining the Aviation Promotion Program. To be eligible for this financial assistance, an airport support organization shall be designated by written endorsement of the airport's sponsor. Only one airport support organization is eligible per airport sponsor. The organization shall be incorporated by the State Corporation Commission and have adopted articles of incorporation and by-laws. In order for an airport support organization to be eligible as an applicant, the airport sponsor must meet the eligibility requirement discussed in Chapter 4 Sponsor Eligibility.

Promotional activities conducted by an airport sponsor organization, such as advertising and business development planning, shall not directly compete or infringe on promotional activities of another Virginia airport. These activities shall not conflict with the overall programs and promotional activities which might be initiated by the Governor, the Virginia General Assembly, the VAB, or DOAV.

The state participation rate is 50 percent for projects in which an airport support organization is the applicant. Requests for program funding shall be made in accordance with existing policy guiding the administration of the Airport Promotion Program. Copies of an airport support organization's incorporation documents and a current written endorsement from the airport sponsor must be included with the funding requests.

## **12.0 Air Service Development and Enhancement Program**

The Air Service Development and Enhancement Program provides funding to assist airport sponsors attract new air service and maintain or improve existing air service. This air service includes scheduled air service under FAR Part 135 and cargo service.

The Virginia Aviation Board has delegated the authority to review and approve funding requests for the Air Service Development and Enhancement Program to the Virginia Department of Aviation.

### **12.1 Project Eligibility**

The following are examples of items or projects that are eligible for funding under this program to assist sponsors attract, enhance, or retain commercial passenger or cargo services:

- air service studies and reports
- airline visits, including presentation preparation; consultant services; travel and lodging for airport sponsors; and administrative, legal, and incidental costs
- consulting services
- air service data subscriptions
- component market research services such as surveys and data analysis

Ineligible items or projects include:

- cash incentives
- items or projects eligible under the Aviation Promotion Program
- planning, engineering, or construction of capital projects

### **12.2 State Participation**

The state's funding participation is based on the Federal Aviation Administration airport classifications. The maximum state participation rates and amounts are shown in Table 7. The VAB has established a \$20,000 annual ceiling on state participation. After January 1, fund ceiling is removed for the remainder of the fiscal year.



Table 7  
Development and Enhancement Funding Levels

Airport Classification*		State Participation
Primary	Medium Hub	1/3 project cost up to \$20,000
	Small Hub	1/2 project cost up to \$20,000
	Non Hub	1/2 project cost up to \$20,000
Non-Primary	Commercial Service	1/2 project cost up to \$20,000
	Reliever	1/2 project cost up to \$20,000
	General Aviation	1/2 project cost up to \$20,000

\*based on FAA airport classifications

### 12.3 Application Process

To request development funds, a sponsor needs to compile a complete application package that must include:

- an *Air Service / Promotion Project Grant Application Form* with original signature and date
- a detailed scope of work
- an estimated budget
- a copy of the airport's annual based aircraft survey

Complete application packages should be mailed or delivered to DOAV. Applications may be submitted anytime during the fiscal year.

### 12.4 Evaluation and Selection Process

When an application package is received, DOAV will review it for completeness and compliance with eligibility criteria and the purpose of the program. If the criteria are met and funds are available within the program, the application will be approved.

### 12.5 Agreement Process

Grant agreements will be offered for approved air service development and enhancement projects. Please refer to the agreement process section in Chapter 6 Airport Capital Program for details on grant agreements.

### 12.6 Project Implementation

DOAV will provide technical assistance for air service development and enhancement projects. The department will also review and provide comments on projects.

### 12.6.1 Grant Amendments

At any time during the course of a project, the grant agreement for a development project may be amended for an extension of the expiration date. When a sponsor becomes aware of conditions that will necessitate this change, the sponsor should immediately submit to DOAV a written request for a grant amendment. **All grant amendments must be coordinated with DOAV prior to the subject work being initiated.**

### 12.6.2 Reimbursement

Requests for reimbursement can be made for partial amounts or the full amount. The requests must be made using DOAV's *Request for State Fund Reimbursement Form*. The form must bear the sponsor's original signature and date to certify acceptance of the costs from contractors and others. The form must be submitted with the required supporting documentation, such as a consultant or contractor invoice.

DOAV will review the reimbursement form and supporting documentation. If the submittal is acceptable, payment will be approved. If the submittal is not acceptable, DOAV will contact the sponsor by telephone or email to discuss errors or omissions. If the sponsor cannot be contacted within two business days, the reimbursement package will be returned with a written notification that explains any discrepancy. DOAV will withhold or reduce any reimbursement payment until discrepancies are resolved. **It must be noted that goods ordered and services contracted prior to DOAV approval will not be eligible for reimbursement.**

### 12.6.3 Project Close-out

A close-out letter will be sent to the sponsor confirming that the project is complete and all payments have been made, unless an audit will be performed as described below.

An audit may be conducted on a project. If an audit is conducted, the sponsor will receive written notification of the outcome and any adjustments that need to be made. After an audit, a closeout letter will be sent to the sponsor.

## 12.7 Applications by Airport Support Organizations

Airport support organizations, the groups who encourage development activities at air carrier airports, may receive funding under certain criteria that is in accordance with VAB policy defining the Air Service Development and Enhancement Program. To be eligible for this financial assistance, an airport support organization shall be designated by written endorsement of the airport's sponsor. Only one airport support organization is eligible per airport sponsor. The organization shall be incorporated by the State Corporation Commission and have adopted articles of incorporation and by-laws. In order for an airport support organization to be eligible as an applicant, the airport sponsor must meet the eligibility requirement discussed in Chapter 4 Sponsor Eligibility.

Activities conducted in support of airport infrastructure development by an airport sponsor organization shall be limited to only those projects that are depicted on an

approved airport layout plan. Activities conducted in support of air service development by an airport sponsor organization, such as air service studies and airline visits, shall not directly compete or infringe on the air service development activities of another Virginia airport. These activities shall not conflict with the overall programs and development activities which might be initiated by the Governor, the Virginia General Assembly, the VAB, or DOAV.

The state participation rate is 50 percent for projects in which an airport support organization is the applicant. Requests for program funding shall be made in accordance with existing policy which administers the Air Service Development and Enhancement Program. Copies of an airport support organization's incorporation documents and a current written endorsement from the airport sponsor must be included with the funding applications.

## **13.0 General Aviation Airport Voluntary Security Certification Program**

The General Aviation Airport Voluntary Security Certification Program assists general aviation airport sponsors improve security and prevent unlawful activity at airports by providing sponsors with education, resources, and technical assistance to evaluate potential security threats, develop security plans to meet their specific needs, and improve upon existing security practices. The goal of the program is to insure that each airport achieves the appropriate level of security for its service role, physical characteristics, and operational characteristics without undue financial and administrative burdens being placed on sponsors. This program is restricted to sponsors of general aviation airports.

The General Aviation Airport Voluntary Security Certification Program is a voluntary program. To encourage participation, the program does not require any unfunded mandates and offers an easy to complete process for certification as a “Secure Virginia Airport”. Sponsors of certified airports are eligible to receive funds for security improvements through the Voluntary Security Program. These sponsors also receive project bonus points within the Airport Capital Program project priority system.

The Virginia Aviation Board has assigned the Virginia Department of Aviation the responsibility of approving security audits and security plans.

### **13.1 Certification Process**

In order for a general aviation airport to be certified as a “Secure Virginia Airport”, an initial security audit must be conducted by an outside agency, and a security plan must be prepared. The security audit and plan need to be approved by DOAV. To maintain the secure airport status, a sponsor must have an independent agency conduct a security audit every three years and must continue conducting semi-annual self-audits. Sponsors will update their security plan based on the findings of the audits. An airport can lose its certification as a “Secure Virginia Airport” if the independent audits and self-audits are not conducted and documented accordingly. When an airport loses this certification, the airport sponsor is no longer eligible to apply for new security improvement projects under the Voluntary Security Program, and additional points cannot be received within the Airport Capital Program project priority system. An airport sponsor must satisfactorily complete the delinquent audits to regain its certification.

#### **13.1.1 Security Audits**

Airport sponsors should contact local law enforcement agencies, the Virginia State Police, or security specialists experienced with airport security to conduct an airport security audit. At a minimum, the audits should address the entire boundary of the airport and issues found within the boundary. Issues associated with property beyond the airport boundaries may also be included in the audit. Airport security deficiencies must be identified in the audit. Recommendations to mitigate these deficiencies may be

included in the audit. The independent audit should be performed every three years. A template for these security audits is available from DOAV.

DOAV may attend security audits. In addition, the department will review audit results and provide comments to sponsors. DOAV reserves the right to review and approve the qualifications of outside organizations conducting security audits.

### 13.1.2 Security Plans

An airport security plan will be the basis for determining the justification of requested security improvement projects. The airport security plan must address procedures for operations and activities at the airport. In addition to providing these procedures, the plan should also include recommended improvements to mitigate security deficiencies identified in the security audit. The development of the security plan should take into account considerations such as physical constraints. The plan should include a formal checklist for self-inspections and cost benefit evaluations where applicable. Elements that are recommended to be included in an airport's security plan can be found in the airport security template appropriate for the airport's service role, available in either paper or electronic format from DOAV. Security plans are not limited to the elements included in the templates. Other elements should be considered to address circumstances relevant to each individual airport.

DOAV recommends that a sponsor establish a process to periodically review and update the plan. Plans must be updated to address changes at an airport such as land acquisition and the construction of a new terminal building or hangar. To assist with reviewing and updating security plans, sponsors may consider establishing an airport security committee or formalizing coordination with local and state law enforcement agencies.

Along with providing sponsors with templates for the development of airport security plans, DOAV will provide technical assistance during the planning process. DOAV reserves the right to review and approve the qualification of organizations preparing airport security plans.

DOAV will review and approve an airport security plan for certification. DOAV recognizes that resolving every deficiency may be physically impossible or cost prohibitive, and, when reviewing security plans, it will take into consideration:

- the size and complexity of an airport
- an airport's geographic location and topography
- airport sponsorship
- local financial support
- VATSP service role

Table 8  
Examples of Security Improvements

Improvements	Eligibility Details
terminal area fencing	Terminal area fencing prevents individuals from having easy access to the flight line and other airport facilities such as hangars, fuel farms, and navigational aid equipment. This fencing is limited to the terminal area as shown on an approved airport layout plan and needs to be depicted on an airport's airport layout plan. If economical, terminal area fencing should be connected to existing perimeter fencing.
perimeter fencing	Perimeter fencing controls access to airport property. Sponsors wanting to use such fencing need to prepare a fencing plan and depict the fencing on their approved airport layout plans.
magnetic card controlled gates	Magnetic card controlled gates contain access to aprons and other airport facilities. To be eligible for state funding, a system must provide a means to regulate the distribution and collection of cards.
surveillance systems	External and internal surveillance systems monitor, record, and assist with control access to aprons and other airport facilities. The systems must provide a means to function in real time.
security signage	Security signage identifies restricted and limited access areas and helps control movement on the airport. Signs should be legible and illuminated when necessary. The number of signs and the content should correspond to the size and complexity of the airport. Security signs include: <ul style="list-style-type: none"> <li>• parking signs</li> <li>• directional signs</li> <li>• informational signs</li> <li>• warning signs</li> </ul>
security lighting	Security lighting provides additional outside lighting in highly traveled and vulnerable areas of an airport. A lighting plan must be prepared, depicting the location and type of lighting requested.
security barriers	Security barriers can be installed or berms can be constructed to protect: <ul style="list-style-type: none"> <li>• fueling facilities</li> <li>• hazardous materials storage areas</li> <li>• electrical vaults</li> <li>• navaid equipment</li> <li>• airport access points on airport property</li> </ul>

**13.1.3 Semi-Annual Self-Audits**

Security self-audits should be conducted every six months by the airport sponsor, using the formal checklist developed as part of the airport's security plan. Sponsors must certify that the security self-audits are completed in accordance with their airport security plan. Documentation and results of the security self-audits must be sent to DOAV to receive credit for completion.

**13.2 Security Improvements**

A variety of physical improvements can be made to increase the overall security of a general aviation airport. Examples of security improvements are provided in Table 8. Airport sponsors will need to identify the most appropriate improvements for their airports based on the characteristics of the airport.

**13.3 Project Priority System Points**

Besides receiving the direct benefits resulting from security improvements, sponsors of certified airports receive bonus points in the activity profile category within the Airport Capital Program project priority system, to be applied to any eligible project request:

- ten points for meeting the minimum elements
- five additional points for implementing at least five of the identified optional recommended security measures after the minimum elements have been met

To receive ten points for the airport's activity profile within the project priority system, an airport sponsor must satisfy three minimum elements to a degree that is based on the airport's service role, location, and physical constraints. The minimum elements are:

- security plan developed and updated by the sponsor or an outside agency and approved by DOAV
- security audits conducted every three years by an outside agency
- security self-audits conducted semi-annually by the sponsor using an approved checklist

Some sponsors may elect to go beyond these minimum elements or may need additional elements due to local jurisdiction requirements or recommendations. Optional recommended security measures address these considerations and include:

- clearing perimeter fence line of obstructions
- installing perimeter fencing
- issuing identification cards to employees, tenants, and contractors
- installing external and internal surveillance systems, including cameras and movement detectors
- conducting background checks on employees, tenants, and FBO employees



- conducting annual security awareness training for employees, tenants, and FBO employees
- requiring employees to wear uniforms and badges
- issuing identification tags to control vehicle movement and parking on an airport's air side

Sponsors should contact DOAV regarding the eligibility of other security measures.

If at least five of the optional measures are implemented, five additional points will be added to the airport's activity profile category within the Airport Capital Program project priority system.

It is the sponsor's responsibility to keep DOAV aware of completed security improvements in order for the sponsor to receive the maximum bonus points.

## 14.0 Licensing of Public-use Airports

Public-use airports are required to be licensed with the Virginia Department of Aviation under *Code of Virginia* §5.1-7 and *Virginia Air Regulations* 24 VAC 5-20-120 through 180. The licensure of an airport does not relieve the sponsor of any compliance responsibilities relating to any law, ordinance, or regulation of any local governmental body.

Adequate liability insurance and compliance with state standards are required for the licensing of public-use airports in accordance with *Code of Virginia* §5.1-88.7. The public-use license can be suspended or revoked for any airport for which adequate insurance is not maintained.

### 14.1 Public-use Airport License

The public-use airport license identifies a facility that is open to the public on a nondiscriminatory basis, has sufficient financial responsibility to adequately protect public safety and investment, and is eligible to receive public financial support. A public-use airport license, valid for a seven-year period, is issued in two parts, with Part 1 being a formal certificate and Part 2 documenting compliance with runway safety standards that are in accordance with *Code of Virginia* §5.1-7.

A fee is charged to initiate, amend, or renew a license for a public-use airport. The fee cannot exceed \$100; the current licensing fee is \$25. Licensing fees are placed in the Aviation Special Fund and must be used for aviation purposes.

#### 14.1.1 License Application

Airport sponsors will need to apply for a public-use airport license for a new airport or a license amendment when a runway is added or extended. The completed application form will need to be submitted to DOAV with the following required documentation:

- a signed copy of the resolution of the airport's governing body or owner supporting or requesting a new airport, a new runway, or a runway extension
- a copy of the airport's property map displaying the proposed airport, runway extension, or new runway, together with a copy of the most recently approved airport master plan or layout plan showing the proposal
- a letter or other documentation that the proposed airport, new runway, or runway extension complies with local zoning ordinance and requirements
- a completed copy of Federal Aviation Administration *Form 7480-1: Notice of Landing Area Proposal*
- an environmental assessment report of analysis prepared pursuant to *Code of Virginia* §5.1-7 if applicable
- evidence of financial responsibility in the amounts specified in *Code of Virginia* §5.1-88.8

14.1.2 License Renewal

DOAV will notify sponsors when their licenses need to be renewed. Renewed licenses are valid for seven years. A staggered schedule for renewals has been established so all renewals are not due at the same time. The renewal of amended licenses will be based on the schedule instead of the date of the amendment.

Sponsors need to complete a *Virginia Public-Use Airport License Renewal Form* and submit it to DOAV along with the license fee and a copy of the *Annual Certificate of Financial Responsibility*. If a sponsor does not take action upon notification and the license is not renewed, the sponsor will not be eligible to receive any state funding for a new project.

When changes to an airport's physical infrastructure and approaches deviate from the previous issuance of a license, the license may not be renewed, or it could be revoked.

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## Appendices

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## Appendix A: Examples of Eligible Airport Capital Program Projects

Through the Airport Capital Program, the Virginia Department of Aviation offers funding for various development projects for airports. This appendix provides details on the most common types of eligible projects. Sponsors should contact DOAV regarding the eligibility of other projects.

Section	Type of Project
A.18	aircraft removal systems
A.14	airport rescue and fire fighting buildings
A.15	airport rescue and fire fighting equipment
A.17	airport security facilities and systems for air carrier airports
A.13	airside lighting
A.6	clearing and grubbing
A.19	debt service retirement
A.7	drainage projects
A.2	engineering projects
A.1	environmental studies
A.12	fueling systems
A.7	grading
A.8	hangar site preparation
A.3	land acquisition
A.4	minimum licensing standards projects
A.9	maintenance equipment storage buildings
A.5	obstruction removal
A.7	paving
A.1	planning studies
A.11	relocation of non-airport related facilities
A.16	snow and ice removal equipment
A.10	utility systems

## Appendix A: Examples of Eligible Airport Capital Program Projects

	Type of Project	Explanation
A.1	airport planning and environmental studies	<p>Eligible airport planning and environmental studies for the purpose of future planning and investigating environmental impacts include, but are not limited to:</p> <ul style="list-style-type: none"> <li>• airport master plans and updates</li> <li>• regional system planning studies</li> <li>• airport feasibility and site selection studies</li> <li>• airport layout plans and updates</li> <li>• terminal planning conceptual studies</li> <li>• environmental assessments (EA)</li> <li>• environmental impact statements (EIS)</li> <li>• FAR Part 150 noise studies</li> <li>• FAR Part 106 architectural, archeological, and cultural resources surveys</li> <li>• land use plans</li> <li>• airport access studies</li> <li>• storm water pollution prevention plans (SWPPP)</li> <li>• spill prevention plans (SPCC)</li> <li>• oil discharge contingency plans (ODC)</li> </ul>
A.2	engineering projects	<p>Eligible airport engineering projects include, but are not limited to:</p> <ul style="list-style-type: none"> <li>• preliminary engineering <ul style="list-style-type: none"> <li>◦ land surveys</li> <li>◦ geotechnical surveys</li> </ul> </li> <li>• engineering design</li> <li>• obstruction analysis</li> <li>• pavement management surveys</li> <li>• construction</li> </ul>
A.3	land acquisition	<p>Land acquisition may be made by fee simple purchase or easement, depending on the interest required. Easement interest may be sufficient for land in the transitional surfaces or land extending a short distance beyond the RPZ. Acquisition may also take the form of a donation, an exchange, or eminent domain (condemnation). In all cases, land must be acquired in accordance with the <i>Code of Virginia</i> and the federal <i>Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970</i>, as amended.</p>

	Type of Project	Explanation
A.3	land acquisition (continued)	<p>Land acquisition for the following safety areas and uses is eligible:</p> <ul style="list-style-type: none"> <li>• airport facilities</li> <li>• approach, runway protection, and transitional surfaces in accordance with FAR Part 77 and <i>Virginia Aviation Regulations</i> 24 VAC 5-20-140</li> <li>• airport ground access to the nearest public highway</li> <li>• environmental protection and mitigation</li> <li>• approach lighting systems</li> </ul> <p>For land acquisition to be eligible for Airport Capital Program funds:</p> <ul style="list-style-type: none"> <li>• the land to be acquired must be shown on the approved airport layout plan as being required for airport property</li> <li>• the sponsor is required to conduct an appraisal and a review appraisal must be made to qualify the original appraisal</li> <li>• just compensation and/or any relocation expenses must be paid to the property owner</li> </ul> <p>Reimbursable costs for land acquisition include:</p> <ul style="list-style-type: none"> <li>• appraisal costs</li> <li>• costs for environmental due diligence audits</li> <li>• legal costs</li> <li>• court costs and attorney fees in condemnation cases</li> </ul> <p>Privately-owned, public-use airports must be designated in <i>VATSP</i> and <i>NPIAS</i> as a reliever airport in order for land acquisition to be an eligible project.</p> <p>Land acquisition differs from other eligible items as land value will generally increase over time. For this reason, the assurances which are part of the grant agreement apply in perpetuity instead of being limited to 20 years like assurances for planning or construction projects. Land which had been acquired with state funds and is no longer required for future airport development may be disposed in accordance with state and federal laws and regulations, as applicable. If a sponsor disposes of land acquired using state funds and the sponsor receives a payment from the disposal, the sponsor must reimburse the state with a percentage of the selling price. That percentage must match the state's participation rate in the grant agreement for the land acquisition.</p>



	Type of Project	Explanation
A.4	minimum licensing projects	<p>Projects to bring an airport into compliance with the state's minimum airport licensing standards as stated in <i>Virginia Aviation Regulations</i> 24 VAC 5-20-140 are eligible. The state's funding participation rate for these projects is 90 percent.</p> <p>Eligible projects include, but are not limited to:</p> <ul style="list-style-type: none"> <li>• runway widening</li> <li>• runway extension</li> </ul>
A.5	obstruction removal	<p>An obstruction removal project to bring an airport into compliance with FAR Part 77 or <i>Virginia Aviation Regulations</i> 24 VAC 5-20-140 is eligible once for each airport.</p> <p>Eligible projects include, but are not limited to:</p> <ul style="list-style-type: none"> <li>• cutting trees</li> <li>• dismantling an abandoned tower</li> </ul> <p>When federal funding will be used for an obstruction removal project, the state will participate at the prevailing rate for federally funded projects. When federal funding will not be used for an obstruction removal project, an airport sponsor needs to use the balance of the sponsor's fiscal year maintenance allocation up to \$100,000 for the obstruction removal. If the cost of the project exceeds that balance, the sponsor will need to apply to the VAB for Airport Capital Program funds for the state's participation in the remainder of the project. Obstruction removal projects will be considered as regular maintenance projects, and the state's participation rate will be 80 percent. These state rates apply regardless of the funding program utilized.</p> <p>When the sponsor owns the property, DOAV will reimburse the sponsor one time to remove the trees. DOAV encourages the sponsor to clear and grub the area to a condition suitable for mowing. The state's participation rate will be 80 percent.</p> <p>When the sponsor's avigation easement only permits the topping of trees, DOAV will reimburse the sponsor to cut the trees on an as needed basis. The state's participation rate will be 80 percent.</p> <p>When the sponsor's avigation easement permits the sponsor to clear cut the trees to ground level, DOAV will reimburse the sponsor one time to cut the trees. DOAV encourages the sponsor to clear and grub the area to a condition suitable for mowing if the avigation easement so permits. The state's participation rate will be 80 percent.</p>

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Appendix A: Examples of Eligible Airport Capital Program Projects

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A.6	clearing and grubbing	<p>Clearing and grubbing of airport property are eligible under this program.</p> <p>Eligible projects include, but are not limited to:</p> <ul style="list-style-type: none"><li>• airport facility construction</li><li>• obstruction removal in accordance with FAR Part 77 or <i>Virginia Aviation Regulations</i> 24 VAC 5-20-140</li></ul>
A.7	grading, paving, and drainage	<p>Grading, paving, and drainage projects that support public-use, non-revenue producing facilities located on airport property are eligible. Hangar site preparation is the exception to the non-revenue producing facility criteria, as noted in section A.8.</p> <p>Examples of eligible projects include, but are not limited to:</p> <ul style="list-style-type: none"><li>• runways</li><li>• public-use taxiways</li><li>• public aprons</li><li>• public tie-down areas</li><li>• aprons for clear span hangars that will be owned and maintained by the sponsor</li><li>• automobile parking that is not revenue producing</li><li>• public access roads as described in Appendix C</li><li>• taxiways serving T-hangars</li><li>• public-use taxiways serving industrial parks where:<ul style="list-style-type: none"><li>◦ industrial parks are established or proposed</li><li>◦ industrial parks are included in the local jurisdiction's approved comprehensive land use plan</li><li>◦ the land on which the taxiway is to be construct must be dedicated as airport property for a period of at least 20 years</li><li>◦ state funding participation cannot exceed a third of the eligible project's cost</li></ul></li><li>• pavement overlays and rehabilitation where a determination is made of a strength deficiency, an unsafe condition, or a requirement to preserve a facility which would otherwise develop into an unsafe or unusable public facility</li><li>• pavement grooving when justified</li></ul>

	Type of Project	Explanation
A.8	hangar site preparation	<p>Design and construction projects for hangar site preparation are eligible under the following conditions:</p> <ul style="list-style-type: none"> <li>• a t-hangar will be owned by the sponsor and leased to individual aircraft owners for aircraft storage by the sponsor for a fixed term on a non-discriminatory basis</li> <li>• a clear span hangar will be owned by the sponsor and leased to a single or multiple tenants for aircraft storage by the sponsor for a fixed term on a non-discriminatory basis</li> <li>• a hangar for public use will be constructed by a private party on airport property where all the following are met: <ul style="list-style-type: none"> <li>○ the property is the subject of a fixed term lease</li> <li>○ the hangar will become the property of the sponsor at the end of the lease</li> <li>○ the lease is approved by DOAV prior to the execution of a grant agreement in accordance with <i>Code of Virginia</i> §5.1-40</li> </ul> </li> </ul> <p>Hangars are to be used for aircraft storage only and shall not be used as a site to conduct a private business.</p> <p>Hangar site preparation includes:</p> <ul style="list-style-type: none"> <li>• grading</li> <li>• drainage</li> <li>• paving for public access and parking on both air and land sides</li> </ul> <p>Site work will be guided by local building codes and subject to approval by DOAV.</p> <p>Projects that are not eligible are:</p> <ul style="list-style-type: none"> <li>• site preparation for a hangar that will have exclusive, permanent proprietary use</li> <li>• specialty items associated with identification and beautification such as signage and shrubbery</li> <li>• construction of a hangar building</li> </ul> <p>If an airport sponsor chooses to use its federal non-primary entitlement funds to construct a hangar, the state will only participate in the hangar site preparation.</p>

**Appendix A: Examples of Eligible Airport Capital Program Projects**

	Type of Project	Explanation
A.9	maintenance equipment storage buildings	<p>A basic storage building for the protection of airport maintenance equipment will be funded at a state participation rate of 80 percent of the cost of design and construction up to the maximum of \$25,000 in state funding when the following criteria are met:</p> <ul style="list-style-type: none"> <li>• The maximum eligible building space is 1,250 square feet. A larger building may be designed and constructed, but the sponsor must bear all of the additional cost.</li> <li>• The maximum eligible project cost shall not exceed an amount equal to \$25 per square foot based on 1,250 square feet, for a total cost of \$31,250, for all costs, including design and construction costs.</li> <li>• The costs for designing and constructing utility systems to service the storage building are not eligible for state funding.</li> </ul>
A.10	utility systems	<p>The design and construction of utility systems that serve eligible public-use facilities within the contiguous airport property boundary are eligible for Airport Capital Program funding. These utilities include electricity, water, sewer, and communications. The cost of utility systems serving both public and non-public spaces will be prorated on the basis of the percentage of the public space to the total building area. Utility systems serving F&amp;E systems will be funded in accordance with the F&amp;E program.</p> <p>Emergency generators that provide auxiliary power for airside lighting and navigational aids at air carrier and reliever airports are eligible. The acceptable size and output of this equipment will be based on reasonable and necessary operational requirements.</p>
A.11	relocation of non-airport related facilities	<p>The relocation of a facility not related to the operation of an airport is eligible when a facility:</p> <ul style="list-style-type: none"> <li>• creates an obstruction to navigable airspace in accordance with FAR Part 77 and <i>Virginia Aviation Regulations</i> 24 VAC 5-20-140</li> <li>• interferes with approved development</li> <li>• is or will be impacted by development</li> <li>• is or will be used in a manner not consistent with airport operations or minimum standards</li> </ul>

	Type of Project	Explanation								
A.12	fueling systems	<p>The removal of old fueling systems and the construction or installation of new systems are eligible as described below. The VAB has placed a lifetime limit of \$125,000 in state funds per airport for all of an airport’s fueling system projects.</p> <p>For the removal of an old fueling system, the state’s funding participation is 80 percent of all costs associated with the closure and removal of a non-complying system. The prerequisites for this type of project are that:</p> <ul style="list-style-type: none"><li>the old system is owned by the sponsor</li><li>the old system does not comply with Environmental Protection Agency (EPA) requirements</li></ul> <p>For the construction or installation of a new fueling system, the state’s funding participation of the total project cost is based on the estimated annual fuel flowage as follows:</p> <table><tr><th>Estimated Annual Fuel Flowage (gals)</th><th>State Participation</th></tr><tr><td>≤ 75,000</td><td>2/3</td></tr><tr><td>75,001 – 150,000</td><td>1/2</td></tr><tr><td>&gt;150,000</td><td>1/3</td></tr></table> <p>The prerequisites for this type of project are that:</p> <ul style="list-style-type: none"><li>the new system will be owned by the sponsor</li><li>the new system will comply with EPA requirements</li><li>the non-complying system must be removed before construction or installation of the new system, as mandated by the Virginia Department of Environmental Quality (DEQ)</li></ul> <p>DEQ may have funds available to assist with the removal of non-complying systems.</p>	Estimated Annual Fuel Flowage (gals)	State Participation	≤ 75,000	2/3	75,001 – 150,000	1/2	>150,000	1/3
Estimated Annual Fuel Flowage (gals)	State Participation									
≤ 75,000	2/3									
75,001 – 150,000	1/2									
>150,000	1/3									

**Appendix A: Examples of Eligible Airport Capital Program Projects**

	Type of Project	Explanation
A.13	airside lighting	<p>Airside airport lighting is eligible under this program if F&amp;E funds are not available.</p> <p>Eligible projects include but are not limited to:</p> <ul style="list-style-type: none"> <li>• runway lights</li> <li>• taxiway lights</li> </ul>
A.14	airport rescue and fire fighting buildings	The construction of a building for airport rescue and fire fighting (ARFF) operations is eligible for state funding where mandated by federal certification requirements in FAR Part 139.
A.15	airport rescue and fire fighting equipment	<p>The purchase of airport rescue and fire fighting equipment (ARFF) is eligible for state funding where mandated by federal certification requirements in FAR Part 139.</p> <p>State funding is available for 150-pound fire extinguishers for use on aircraft parking aprons at any public-use airport.</p>
A.16	snow and ice removal equipment	<p>The purchase of snow and ice removal equipment is eligible for air carrier airports, in accordance with their approved snow removal equipment plan where mandated by federal certification requirements in FAR Part 139. Aircraft deicing equipment is not eligible.</p> <p>The purchase of certain equipment attachments for snow removal at airports without commercial service is eligible under the Maintenance Program.</p>
A.17	airport security facilities and systems for air carrier airports	<p>Security improvements and systems at air carrier airports are eligible when mandated by federal certification requirements under TSA 1542.</p> <p>Eligible projects include but are not limited to:</p> <ul style="list-style-type: none"> <li>• security fencing</li> <li>• access control system</li> </ul>
A.18	aircraft removal systems	Aircraft removal systems at air carrier airports are eligible. State entitlement funds are the only state funding source that can be used to fund aircraft removal systems. Sponsors should seek funding from other sources, such as the Federal Aviation Administration, prior to using state entitlement funds for these systems.
A.19	debt service retirement	Sponsors of air carrier airports may use state entitlement funds to retire debt service.

## Appendix B: Terminal Buildings

Terminal buildings provide a connection between airside and landside operations and, within the buildings, a variety of services is offered to users and visitors. The Virginia Department of Aviation participates in the planning, design, construction, and certain maintenance activities for terminal buildings. The state's participation is based on the amount of public-use space provided inside a terminal building.

### B.1 Public-Use Space

Common-use public areas that are directly related to the movement of passengers and baggage in air carrier terminal buildings are eligible for state funding. Non-revenue producing areas and joint-use space in terminal buildings are eligible for state funding.

Public-use space is defined as terminal building space that:

- is used for public benefit and convenience
- does not produce revenue for the sponsor or any other public or private entity

Incidental use of public space for advertising public events, posting public notices, or housing vending machines for public convenience is permissive in public-use spaces. The costs associated with adapting a building to provide for these incidental uses are not eligible for state funding.

Private-use space is defined as terminal building space that:

- is used to produce revenue
- is used for administrative activities

A sponsor may lease space for any public or private activity if the use does not interfere with aeronautical activities and complies with *Virginia Aviation Regulations* 24-VAC-10 seq., state grant assurances, and federal grant assurances as applicable. Sponsors should follow the *Virginia Public Procurement Act* when leasing terminal building space.

If a sponsor converts public-use space into private-use or revenue producing space during the commitment term specified in a grant agreement, the sponsor must reimburse the state for its share of the cost to build that space. That amount will be prorated based on the number of months remaining in the commitment term of the grant agreement. If private-use space is converted to public-use space, DOAV will not reimburse a sponsor for the change in space usage.



42

Public-Use Space	Private-Use Space
<ul style="list-style-type: none"> <li>• lobbies</li> <li>• flight planning areas</li> <li>• pilot lounges</li> <li>• 400 square feet of conference room</li> <li>• public restrooms</li> <li>• baggage claim delivery areas</li> <li>• associated automated baggage handling equipment</li> <li>• public-use corridors to boarding areas</li> <li>• loading bridges</li> <li>• passenger vehicles moving between or within terminal facilities exclusively within airside areas</li> <li>• central waiting areas</li> <li>• holding areas for air freight loading and unloading</li> </ul>	<ul style="list-style-type: none"> <li>• cleaning and laundry areas</li> <li>• public lockers</li> <li>• pilot sleep rooms</li> <li>• restaurants</li> <li>• sponsor and management offices</li> <li>• fixed base operations</li> <li>• aircraft maintenance areas</li> <li>• rental car services</li> <li>• entertainment areas such as game rooms</li> <li>• communication equipment, such as telephones and fax machines, in business and related centers</li> </ul>

43

#### 44 B.1.1 Joint-Use Space

45 Some areas and equipment serve both public-use and private spaces. These include:

46

- 47 • circulation areas including vestibule areas
- 48 • storage areas for janitorial equipment used for accommodating public health and
- 49 safety
- 50 • mechanical areas for heating, air conditioning, ventilation, and utility systems

51

52 State participation in these joint-use spaces will be prorated based upon the ratio of  
53 eligible DOAV funded public-use space to total building space minus the joint-use  
54 space.

55

#### 56 B.1.2 Conference Room Space

57 State funding may be used in the construction of a maximum of 400 square feet of  
58 conference room space within a terminal when the conference room space will be used  
59 for meetings with industrial and business prospects and meetings related to airport  
60 business. This space may also be made available on an expense-defraying basis for  
61 meetings and conferences for groups or companies. The utilization of conference  
62 rooms for economic development efforts and activities should have priority over other  
63 uses.

64

#### 65 B.1.3 Federal Inspection Facilities

66 The construction or improvement of federal inspection facilities, including baggage  
67 handling equipment, is eligible for state funding. Administrative office space and special  
68 purpose equipment are not eligible. Sponsors may not charge for the use of this space  
69 or related equipment.

70

Example: Determining a Public-Use Funding Ratio and Square Footage

A new terminal building will have the following square footage:

- 5,000 total square footage
- 2,500 public-use space square footage
- 1,500 private-use space square footage
- 1,000 joint-use space square footage

To determine the public-use funding ratio for this terminal:

Step 1: Figure the terminal space that is not joint-use space:

total square footage – joint-use space square footage

$$5,000 - 1,000 = 4,000$$

Step 2: Figure the ratio of public-use space square footage to total square footage to determine the DOAV eligible percentage:

public-use space square footage ÷ total square footage

$$2,500 \div 4,000 = 0.625 \text{ or } 62.5 \text{ percent}$$

Step 3: Figure the portion of the joint-use space square footage that is considered as public-use space:

public-use ratio x joint-use space square footage

$$0.625 \times 1,000 = 625$$

Step 4: Calculate the total square footage eligible for DOAV funding:

public-use space square footage + public-use share of joint-use space square footage

$$2,500 + 625 = 3,125$$

Step 5: Calculate the percentage of eligible for DOAV funding:

total square footage eligible for DOAV funding ÷ total square footage

$$3,125 \div 5,000 = 0.625 \text{ or } 62.5 \text{ percent}$$

#### B.1.4 Accessibility Features

Fixed terminal facilities and equipment, including boarding devices required by 49 CFR 27, that provide access for people with disabilities are eligible if:

- they are a part of the design of a new terminal or renovation
- they are required by federal or state law

### B.2 Terminal Building Conceptual Studies

Terminal building conceptual studies are required for all airports, except local service airports, before design can begin for a new structure, a replacement structure, or an expansion of an existing structure. These studies need to include:

- detailed project description
- justification for the proposed project
- conceptual analysis
- geometric design
- justification for requested deviations from standards
- construction cost analysis
- project schedule
- project cost
- project budget

For reliever, regional, and community service general aviation airports, the studies must provide an analysis of the public and non-public use space based on DOAV's 20-year funding eligibility model to determine maximum funding eligibility. A final determination made by such a study is the ratio of eligible DOAV funded space to total building space. DOAV will provide the model calculation to a sponsor upon request. Federal Aviation Administration guidelines for terminal buildings should be used for air carrier airports.

### B.3 Terminal Buildings for Local Service Airports

For local service airports, eligible terminal design and construction are limited to a maximum of 1,200 square feet of public-use, non-revenue producing space, with the state share limited to 90 percent of the total eligible project costs.

A maximum square footage for local service airports has been determined for specific uses:

Space Usage	Maximum Square Footage
passenger and pilot lobby	400
flight planning area	100
restroom – men's	144
restrooms – women's	144
vending area	100
mechanical rooms	100
storage	100
circulation	148

If any dedicated space usage listed above is excluded from a terminal, the associated square footage is deducted from eligible state participation, and it may not be applied to another space usage. The usage listed above is recommended but not required.

#### B.4 Terminal Building Site Preparation

All site preparation required to construct a terminal building and a nominal area five feet outside the perimeter of the terminal building's foundation are eligible for funding at the same prorated basis as the funding for the terminal building.

#### B.5 Terminal Building Design and Construction

Terminal development for the purpose of accommodating passengers and cargo activities is eligible for state funding. The development can be a new structure, a replacement structure, or an expansion of an existing structure. The state's participation rate towards the cost of the design and construction of public-use, non-revenue producing areas is up to 100 percent, not to exceed 90 percent of the total project cost which includes building design, site preparation, and utility systems. DOAV has the authority to approve or reject any design, construction method, and materials proposed for a terminal. **All costs for a terminal building that exceed criteria approved by the department will be borne by the sponsor.**

As terminal projects usually involve eligible and ineligible items, the state's participation is prorated for eligible items. The share may be determined by the following methods:

- A detailed cost analysis assigns costs to eligible areas and prorates costs for items such as site preparation, foundations, and utilities that contribute to public-use areas.
- When prorating on a square footage basis, construction costs and costs for eligible items are prorated on the ratio of eligible square footage to the total usable square footage of the structure.

Approved terminal building concept studies are required for all airports, except those with a local service role, before design work can begin.

## **B.6 Terminal Building Operation and Maintenance**

By accepting state funding for a terminal building, a sponsor undertakes responsibility for the operation and maintenance of the terminal building. Sponsors are responsible for all operational costs and are expected to keep terminal buildings to open during regular business hours.

### **B.6.1 Terminal Building Maintenance**

The state's participation in the maintenance of a terminal building is based on the original public-use space ratio used for the construction of the building. If the amount of public-use space within a terminal building has changed, the public-use space ratio will be recalculated for the project application process. If the maintenance will affect only public-use space, the state's participation rate will be 80 percent. Terminal building maintenance will be funded through the Maintenance Program.

Eligible maintenance activities include exterior and interior painting and repairs to plumbing and electrical systems and roofs. Ineligible activities include, but are not limited to, janitorial services, wallpapering, window treatments, lamp replacement, and exterior power washing. When a project request is for the replacement of whole systems such as carpeting, heating, ceiling tiles, roof bladders, and air conditioning, DOAV will physically inspect the site and use that review to determine need and eligibility.

### **B.6.2 Terminal Building Renovation**

Renovations to a terminal building are architectural or cosmetic changes made within the existing footprint of the building. These changes may include new carpeting, lighting, wall treatments, furniture, sound proofing, interior structural change, and features to improve access under the Americans with Disabilities Act (ADA).

The state's participation in the renovation of a terminal building is based on the original public-use space ratio used for the construction of the building. If the amount of public-use space within a terminal building has changed or the renovation will alter the amount of public-use space, the public-use space ratio will be recalculated for the project application process. Terminal building renovations will be funded through the Airport Capital Program. DOAV will review and approve plans and specifications. It may also conduct inspections on the work.

### **B.6.3 Terminal Building Expansion**

An expansion of a terminal building will create a change in the existing footprint of the building. A terminal building concept study will be required for an expansion.

The state's participation in the expansion of a terminal building is based on the public-use space ratio as recalculated based on the expansion. Terminal building expansions

will be funded through the Airport Capital Program. DOAV will review and approve plans and specifications. It may also conduct inspections on the work.

## **B.7 General Aviation Terminal Building Security Systems**

Security systems for new and existing general aviation terminal building will be funded through the Voluntary Security Program at the participation rate of 80 percent. A sponsor shall coordinate the inclusion of security systems in the design of a new terminal building at the earliest phase possible. Security systems for existing terminal buildings must be included in airport security plans to be eligible for funding.

## **B.8 Terminal Building Furniture**

The purchase of original furnishings for the public-use portions of terminal buildings is eligible with the state's participation rate at 100 percent. This usually includes seating for waiting areas, conference rooms, and pilot lounges. The purchase of furnishings is not subject to the 90 percent limitation. Replacement furnishings for public-use areas are eligible with the state's participation rate at 50 percent of the eligible cost. The department reserves the right to disapprove the purchase of furniture based on the number of pieces of furniture, style, and material requested.

Ineligible items include:

- trash cans
- window treatments
- artwork
- plants
- business and communications equipment
  - telephones
  - fax machines
- entertainment amenities
  - stereos
  - CD players
  - radios
  - televisions
  - display cabinets
- outside furniture
  - benches
  - rocking chairs
  - lounge chairs
  - stackable non-permanent chairs

**B.9 Emergency Medical Equipment**

Automatic external defibrillator (AED) devices are eligible for funding based on local codes and reasonable and necessary requirements as determined by DOAV. The state's funding participation is 80 percent.

**B.10 Terminal Buildings for Multimodal Service**

Multimodal terminal buildings offer mobility for passengers and baggage between two or more modes of transportation that are operating on a scheduled basis under a franchise or similar authority granted by a federal, state, or local agency. These buildings are supported by connecting route networks that extend beyond the local service area. State funds may be used to develop a multimodal, public-use terminal located within the boundaries of an airport, and this usage is subject to the prerequisites and cost participation of regular terminal buildings. Only the portions of the building directly related to aviation use are eligible.



## Appendix C: Access Roads

Access roads provide critical links between public-use airport facilities and the public roadway network serving the surrounding area. Funding sources for access roads vary based on the location of the roads. The design and construction of access roads built within airport property boundaries are eligible for federal capital improvement funding and state funding through the Airport Capital Program. This type of access road may also be eligible for funding under the Virginia Department of Transportation's Airport Access Program when the road will be accepted into the state's highway system. An access road not located within airport property boundaries is eligible for funding under VDOT's Airport Access Program. These access roads are not eligible for federal or state aviation funding.

If an access road is eligible for federal funding, federal funding must be maximized before a sponsor applies for a state project. VDOT funding for access roads must be maximized before a sponsor seeks funding from the Virginia Department of Aviation for these roads when applicable. VDOT funds are considered state funding when calculating the funding participation ratios when federal, state, and local agency funds will be used to finance the road.

### C.1 VDOT Airport Access Program

To assist in the development or improvement of access to licensed public-use airports, VDOT established the Airport Access Program. Under the program, a locality may receive up to \$300,000 in unmatched VDOT funds and up to an additional \$150,000 in matching VDOT funds at a dollar for dollar match. This funding formula for a project results in \$450,000 in funds from VDOT and \$150,000 from local resources for a total of \$600,000. The locality shall be responsible for:

- providing the matching share from sources other than those allocated by the Commonwealth Transportation Board
- providing clear title to the right-of-way prescribed by VDOT
- incurring the cost for utility adjustments
- incurring the cost for environmental studies
- incurring the cost for project related permits

If the access road is located on airport property, DOAV funds may be used at the appropriate participation rate towards the local share to match VDOT funds. The DOAV funds may also be used to assist with securing right of way, utility adjustments, and environmental studies.

Under the Airport Access Program, eligible projects are the design and construction of:

- new access roads for:
  - a new airport
  - a new facility being constructed on airport property, such as an air cargo apron or building
- upgrades to an existing access road, including:
  - widening
  - adding turn lanes

Eligible items within a project are those items necessary for the design and construction of an adequate roadway facility to serve traffic generated by the airport's operation and include:

- grading
- drainage
- pavement
- traffic control marking and signage

Ineligible items include:

- storm sewers
- curb and gutter
- landscaping
- pavement in excess of that required to serve the forecasted traffic resulting from the development of the airport

This program is open to counties, cities, and certain towns, so airport sponsors must apply to this program through their local governing body.

Airport sponsors should contact VDOT for detailed information on the program. VDOT's website, [www.virginiadot.gov](http://www.virginiadot.gov), provides program and contact information.

## C.2 Maintenance of Access Roads

State funding may be used to maintain portions of an access road for which state aviation funding was used for road design and construction. The state participation rate for access road maintenance follows the rate structure described in Chapter 9 Maintenance Program.

## Appendix D: Project Priority System Scoring Values

### Category I: Project Type Merit

Safety		Capacity Increases	
obstruction removal requiring the displacement of the runway threshold and relocation of runway lighting	55	landing area improvements to handle operation capacity problems, such as additional taxiways and parallel runways	20
obstruction removal to meet FAA Part 152 RPZ, FAR Part 77 imaginary surface requirements, and VAR 3-3	52	landing area improvements for larger critical aircraft, such as runway lengthening and strengthening; primary runway for new airport	19
repair of runway lighting system which is not functional	50	taxiway construction or strengthening; primary taxiway for new airport	18
runway friction surface, grooving or other action directly related to safety; correction of runway failures severe enough to be obvious safety problem.	48	apron expansion for number of aircraft capacity reasons; apron for new airport	17
miscellaneous TSA 1542 security requirements and ARFF vehicles/equipment required at air carriers; minimum safety equipment at general aviation airports	46	apron expansion or strengthening because of critical aircraft considerations	16
special lighting above normal lighting package due to safety hazards	45	taxiway to new apron or apron construction to open new area of airport; T-hangar taxiways and T-hangar site preparation	15
runway safety area	44	auto access road capacity increase (additional lanes or to new area of airport)	14
safety condition identified by professional evaluation or accident statistics	43	auto parking	13
AWOS, rotating beacon, segmented circle, navigational aids/visual aids	42	terminal	12
Preservation of Existing System		Upgrades to Standards	
primary runway	40	primary runway	30
taxiway serving primary runway	39	primary taxiway	29
secondary runway	38	apron	28
taxiway serving secondary runway	37	secondary runway	27
apron	36	secondary taxiway	26
auto access road	35	perimeter fencing	25
terminal	34	auto access road	24
auto parking	33	terminal	23
other eligible facilities	32	auto parking	22
		other eligible items	21
Planning		Land / Easement Acquisition	
master plans, ALPs, and site selection (includes updates)	40	land / easement acquisition for obstruction removal	50
regional system plans	30	land / easement acquisition for RPZs	40
airport feasibility and management plans	29	land / easement acquisition for operational capacity problems	27
terminal area and building plans	27	land / easement acquisition for noise control or noise control required project	25
air service and air cargo plans	25	land acquisition for new airport	20
multimodal plans	19	land / easement acquisition for future expansion	15
other special plans (economic, F&E, airspace and Part 77, zoning and land-use, etc.)	15		
Environmental		Maintenance Equipment / Fueling System	
environmental assessments and impact statements	40	underground storage tank closure	30
wetlands delineation and mitigation	35	tractor	15
washrack and detention basin	30	snow blade unit	14
FAR Part 150 studies	25	mower unit	13
historical and archeological, Section 106 studies	23	sprayer unit	12
SWPPP, SPCC, ODC, etc. (includes updates)	20	new fuel system	10
bird - landfill proximity studies	15	upgrade of fuel system	8
other special studies (flood plain analysis, endangered species, etc.)	10	other facilities	6
other environmental facilities	8		

Category II: Activity and Role

Based Aircraft Priority		Operations	
100+	25	25,001+	25
50 to 99	20	7,501 to 25,000	20
20 to 49	15	2,001 to 7,500	15
11 to 19	10	0 to 2,000	10
0 to 10	5		
Enplanements		Service Role	
500,000+	25	designated reliever airport	10
250,000 to 499,999	20	air carrier airport	0
50,000 to 249,999	15	regional general aviation airport	0
1,000 to 49,999	10	community general aviation airport	0
0 to 999	0	local general aviation airport	0

Category III: Standards

Airport Safety Zoning		Minimum Standards	
yes	10	minimum safety standards have been established	25
no	0	project will assist in meeting minimum standards	10
		minimum safety standards have not been met	0
Airport Maintenance			
satisfactory	0		
insufficient maintenance	-10		

Category IV: Situational Considerations

Special Project Considerations		Project Retains or Attracts Commercial Service	
PFC project	10	yes	10
phased project construction or design completed	50	no	0
mandated by federal or state law	25		
VAB policy	10		
Economic Development Potential		Federal Funding Availability	
yes	10	existing FAA tentative allocation or ACIP within 1 year	20
no	0	FAA funds requested	10
		not applicable to this project	0
		eligible for FAA funds but not requested	-10
Secure Virginia Airport Certification			
meets three minimum elements	10		
meets three minimum elements and implements at least five optional recommendations	15		

## Appendix E: Minimum Standards for Licensing

*Code of Virginia* §5.1-7 sets the requirement that an airport must meet minimum standards in order to receive and maintain a license. These minimum standards are specified in 24 VAC 5-20-140 of the *Virginia Aviation Regulations* as follows:

- An effective runway length of 2,000 feet, with 100 feet of overrun on each end, and unobstructed approach surfaces of 15:1 horizontal to vertical slope at each end of the runway.
- An unobstructed primary surface(s) which is 2,200 feet in length and 200 feet in width.
- An unobstructed transition surface(s) of 5:1 slope on either side of the primary and approach surfaces.
- A minimum runway width of 50 feet and minimum runway safety area width of 120 feet.
- Aerial ingress and egress shall be available from both ends of the rectangular dimension of a runway.
- A displaced threshold, if an approach surface to either physical end of the runway is obstructed and the obstacle cannot be removed, shall be located down the runway at the point where the obstruction clearance plane intersects the runway centerline.
- An airport runway licensed specifically and solely for the purpose of accommodating short-takeoff-and-landing aircraft may, at the discretion of the department, be less than 2,000 feet in length; however, all other dimensional standards will apply.
- A heliport used for commercial public use purposes will provide for minimum dimensions of 75 feet by 75 feet. The heliport will have unobstructed primary, approach, and transition surfaces in accordance with their definitions in this chapter.
- In addition to the investigation required for safety provisions as outlined in *Code of Virginia* §5.1-7, a detailed consideration of the economic, social, and environmental effects of the airport location shall be conducted. These considerations shall include public hearings as required to assure consistency with the goals and objectives of such planning as has been carried out by the community.
- Proof of financial responsibility prescribed in *Code of Virginia* §5.1-88.7 must be furnished at the time of application of license, and such financial responsibility thereafter must be maintained.